

THE GEORGE WASHINGTON UNIVERSITY
NAVY GRADUATE COMPTROLLERSHIP PROGRAM

THE DEPARTMENT OF DEFENSE REORGANIZATION OF 1958
An Analysis with Emphasis on
Comptrollership Functions

by

Doris E. Steeves
Lieutenant Commander, U. S. Navy

Prepared for
Dr. A. Rex Johnson
May 1959

PREFACE

On January 9, 1958, the President of the United States sent his annual State of the Union Message to Congress. The message advised Congress that two overriding tasks confronted our nation in the light of present world conditions--the ensuring of our safety through strength and the building of a genuine peace. To accomplish these objectives the Chief Executive outlined eight major items which required action. One of the eight was defense reorganization. The President advised Congress that a subsequent message would outline specific proposals on defense matters.

Accordingly, on April 3, 1958, a message was addressed to Congress transmitting recommendations relative to the entire Defense Establishment. Some of the recommendations could be effected by executive action; others required legislative action. Some proposals involved only procedural changes which could be easily effected; others pertained to organizational changes which would seriously alter current lines of authority and responsibility.

Within minutes after the broadcast of the President's April Message the bitter harangue began. Personnel in the Defense Establishment, military and civilian alike, scanned every word for indications of loss of authority or prestige for the individual services. Members of Congress scrutinized the Message carefully for threats to their constitutional control. The man in the street did not fully understand the furor but was eager

On January 11, 1968, the President of the United States sent his annual state of the union message to Congress. The message advised Congress that the existing laws concerning the civil rights of Negroes were not adequate to meet the needs of the Negro people. He stated that the existing laws were not only inadequate but also inconsistent with the principles of the Constitution. He called for a comprehensive civil rights bill which would provide for equal employment, equal housing, and equal access to public facilities. He also called for a strong federal law enforcement agency to enforce these laws. The President's message was widely publicized and led to the passage of the Civil Rights Act of 1968.

According to the President's message, the existing laws were not only inadequate but also inconsistent with the principles of the Constitution. He called for a comprehensive civil rights bill which would provide for equal employment, equal housing, and equal access to public facilities. He also called for a strong federal law enforcement agency to enforce these laws. The President's message was widely publicized and led to the passage of the Civil Rights Act of 1968.

With this as the background, the President's April 4, 1968, message to Congress was a landmark event. It was the first time that the President had called for a comprehensive civil rights bill. The message was widely publicized and led to the passage of the Civil Rights Act of 1968.

to discuss it knowingly. Representatives of the various news media embraced this choice tidbit with open arms and exploited it to the fullest. The clamor finally subsided with enactment into law on August 6, 1958, of the Department of Defense Reorganization Act of 1958.

The issue which excited so much public attention was basically the establishment of lines of authority. Would not the President's proposals concentrate too much authority in the hands of one man--the Secretary of Defense? Was not this a step in the direction of ultimate elimination of the military services as separate entities? Would not Congress be relinquishing its constitutional responsibilities relating to the national security? During the four months of discussion, budgetary considerations received attention mainly in the light of control. The dangers of permitting the Secretary of Defense to have too great freedom in managing the lion's share of the federal budget were emphasized. Frequently expressions such as "streamlining the Department of Defense" and "increasing the efficiency of the defense organization" were used. On the whole, however, the zealous concern was for infringement upon existing authority.

Nonetheless, any organizational change normally has budgetary implications. The military comptrollers and their various associates who operate under a variety of titles carefully followed each phase of the proposed Department of

Defense reorganization, watching for evidence of ways in which their functions would be affected. In the final analysis, there were more such implications than are evident from a cursory study of the organizational changes.

The purpose of this paper is to analyze the changes effected in the Department of Defense organization in the past year with reference to their impact upon budgeting and the comptrollership functions. Chapter I summarizes the proposals made by the President, the Congressional action, and the implications for the comptroller. In Chapter II the implementation of various phases of the reorganization which affect budgeting and comptrollership is discussed. Chapter III turns to the newly constituted Joint Staff, one of the major organizational changes, and considers its place in the budgetary picture. Since the line of authority to the unified commander was one of the vital issues in the reorganization, it is fitting that Chapter IV be devoted to budgeting and comptrollership changes in these commands. The effects of the new unified command structure upon budgeting procedures and comptrollership functions in the Department of Defense and in the individual services are presented in Chapter V. Chapter VI summarizes current and known future developments and assays a bit of prognostication.

It must be emphasized that, although most of the changes in the Department of Defense organization which were decreed by executive or legislative action have been implemented, they are still in the formulative stages. Organizational lines are

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year with reference to basic organizational concepts and the
conceptually involved. Chapter I examines the changes
made by the President, the Congressional action, and the legal
action for the organization. In Chapter II the implementation
of various changes in the organization which affect business
and communication is discussed. Chapter III deals with the
newly established joint staff, and its other organizational
changes. The conclusion for this is the business changes.
Chapter IV discusses the effect of the organizational changes
on the Department of Defense and on the individual services and
branches and business functions and corporate financial functions.
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fairly well drawn, but procedures are still subject to much trial and error. Because of the great impact which they will have, some procedures are still being studied under a "make haste slowly" policy. Directives covering functions and responsibilities of the various organizational elements are in the process of being issued. Consequently, the major source of material for this paper has been interviews.

Approximately thirty interviews were conducted with key military officers and civilian officials in the Office of the Secretary of Defense, various offices in the headquarters of the Army, Navy, Marine Corps and Air Force, in two unified commands, and in the Bureau of the Budget. Names of individuals interviewed are not disclosed nor are any of the interviewees quoted directly in the paper. Assurance that this procedure would be followed was given to each, although none requested anonymity. Since so much of the information gleaned is still a matter of opinion or conjecture, however, it is considered best to present the material which follows as a composite picture of budgeting and comptrollership in the future as some of the best minds in the Department of Defense see it.

I cannot adequately express my appreciation for the keen interest and complete cooperation of all those whom I contacted. Without the frank expression of opinion received and helpful suggestions offered this paper could not have been written.

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CHAPTER I

INTRODUCTION

The most significant changes which have been made in the organization of the Department of Defense during the past year are well-known to the potential readers of this paper. The pros and cons of the newly established lines of authority have been well covered in other writings. In general, however, the effect of the organizational changes on the work of the controllers has been overlooked. In order to identify the implications of this type it will be helpful to review the President's original proposals and the executive and legislative action which was taken.

The President's Message

In the Message which President Eisenhower sent to Congress on April 3, 1958, he discussed the administrative and legislative changes which he considered essential to the effective direction of the entire Defense Establishment. They stemmed from two basic principles which he stated as follows:

First, separate ground, sea, and air warfare is gone forever. If ever again we should be involved in war, we will fight it in all elements, with all services, as one single concentrated effort. Peacetime preparatory and organizational activity must conform to this fact. Strategic and tactical planning must be completely unified, combat forces organized into unified commands, each equipped with the most efficient weapons systems that science can develop, singly led and prepared to fight as one, regardless of service.

The most significant feature which has been observed in the development of the human mind is the increasing complexity of the mental processes. The mind is not a static entity, but a dynamic one, which is constantly changing and growing. The complexity of the mental processes is reflected in the increasing number of mental functions which are performed by the mind. The mind is able to perform a wide variety of mental functions, such as perception, memory, reasoning, and emotion. The complexity of the mental processes is also reflected in the increasing number of mental functions which are performed by the mind. The mind is able to perform a wide variety of mental functions, such as perception, memory, reasoning, and emotion.

The Development of the Mind

The development of the mind is a process which is influenced by a number of factors. The most important factors are the environment, the heredity, and the education. The environment plays a significant role in the development of the mind, as it provides the child with the experiences which are necessary for the development of the mind. The heredity also plays a significant role in the development of the mind, as it determines the child's potential for development. The education also plays a significant role in the development of the mind, as it provides the child with the knowledge and skills which are necessary for the development of the mind.

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The accomplishment of this result is the basic function of the Secretary of Defense, advised and assisted by the Joint Chiefs of Staff and operating under the supervision of the Commander in Chief.

Additionally, Secretary of Defense authority, especially in respect to the development of new weapons, must be clear and direct, and flexible in the management of funds. Prompt decisions and elimination of wasteful activity must be primary goals.¹

The President asserted that the end results of adoption of these two principles would be:

Strategic planning will be unified.

Our fighting forces will be formed into unified commands effectively organized for the attainment of national objectives.

Military command channels will be streamlined.

The Joint Chiefs of Staff will be provided professional military assistance required for efficient strategic planning and operational control.

The control and supervision of the Secretary of Defense over military research and development will be strengthened.

The Secretary of Defense will be granted needed flexibility in the management of defense funds.

The Secretary of Defense and Joint Chiefs of Staff will be given a direct voice in the appointment, assignment, and removal of officers in the top two military ranks.

The authority of the Secretary of Defense will be clarified to enable him to function as a fully effective agent of the President as Commander in Chief.

The overall efficiency of the Defense Department will be increased.

The tendency toward service rivalry and controversy, which has so deeply troubled the American people, will be sharply reduced.²

¹U. S. President, 1953 - _____ (Eisenhower), Recommendations Relative to our Entire Defense Establishment; Message to Congress, Washington, D. C., April 3, 1958. House of Representatives Document No. 366, 85th Congress, 2d Session, 1958, pp. 1-2.

²Ibid., p. 2.

The Secretary of Defense will be responsible for the overall management of the Department of Defense. He will be assisted by the Secretary of Defense for Policy and the Secretary of Defense for Operations. The Secretary of Defense for Policy will be responsible for the development and implementation of the Department's policy. The Secretary of Defense for Operations will be responsible for the management of the Department's operations. The Secretary of Defense will be responsible for the overall management of the Department of Defense. He will be assisted by the Secretary of Defense for Policy and the Secretary of Defense for Operations. The Secretary of Defense for Policy will be responsible for the development and implementation of the Department's policy. The Secretary of Defense for Operations will be responsible for the management of the Department's operations.

To achieve the complete unity in strategic planning and basic operational direction which he considered so vital the Chief Executive made six specific proposals:

1. That the fighting forces be organized into operational commands that are truly unified, each assigned a mission in full accord with overall military objectives.
2. That command channels be cleared so that orders would proceed directly to unified commands from the Commander in Chief and Secretary of Defense.
3. That the military staff in the Office of the Secretary of Defense be strengthened in order to provide the Commander in Chief and the Secretary of Defense with the professional assistance needed for strategic planning and for operational direction of the unified commands.
4. That the three military departments be continued as agencies within the Department of Defense to administer a wide range of functions.
5. That the research and development functions of the Department be reorganized in order to make the best use of our scientific and technological resources.
6. That all doubts as to the full authority of the Secretary of Defense be removed.

In his message the President indicated those items which had been or could be changed by executive action. He advised Congress that draft legislation covering the remainder of the proposals would be transmitted to it by the Secretary of Defense. He urged the lawmakers to consider these items promptly and to cooperate fully in enacting the necessary laws.

In conclusion Mr. Eisenhower stated:

...let us clearly understand that through these various actions we will have moved forward in many important ways. We will have better prepared our country to meet an emergency which could come with little warning. We will have improved our military planning.

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We will have accelerated decisionmaking processes.

We will have effectively organized our defense programs in the crucial fields of science and technology.

We will have remedied organizational defects which have encouraged harmful service rivalries.

We will have improved the overall efficiency and unity of our great Defense Establishment.

In our country, under the Constitution, effective military defense requires a partnership of the Congress and the Executive. Thus, acting in accord with our respective duties and our highest tradition, we shall achieve an efficient defense organization capable of safeguarding our freedom and serving us in our quest for an enduring peace.³

Reaction to the President's proposals was mixed, but negative attitudes predominated.

The Defense reorganization plan was received in Congress and the Pentagon with the same enthusiasm a steer gets when it hits the slaughterhouse floor. There were plenty of butchers ready to carve it up.

Minutes after the plan was unveiled by President Eisenhower it was evident that there would be a big fight. Congress is unwilling to go along with the idea of appropriating all Defense funds to the Secretary of Defense. The military isn't talking officially but unofficially is finding a lot of faults with the scheme.⁴

The Reorganization Act

The proposed legislation as drafted in the Department of Defense was transmitted to Congress promptly and was introduced in the House of Representatives on April 16. Bitter words, both spoken and written, were numerous. Typical is the statement of Representative Carl Vinson, Chairman of the House Committee

3

Ibid., pp. 12-13.

4

Ted Bush, "Ike Defense Plan Faces Fight on Hill," Navy Times, April 12, 1958, p. 1.

on Armed Services:

Mr. Speaker, I know of no concept more dangerous to the security of the United States than that which the President recommends in his message with respect to the appropriation of funds. No Secretary of Defense has the ability, the knowledge, the clairvoyance, the time, the strength and the wisdom to assume the operational control of the entire military establishment. Today he has three military services to assist him in this tremendous undertaking. Today we appropriate funds to the three military departments, but the Secretary of Defense has all of the authority necessary to control the expenditure of those funds once they have been appropriated.

But, Mr. Speaker, I do not intend to be a party to any statute, system or device which seeks to give the Secretary of Defense complete control over the original appropriation of funds as well as their ultimate disposition.

I am convinced that the collective wisdom of the Congress of the United States supersedes the collective wisdom of the Secretary of Defense.⁵

Hearings by the Committee on Armed Services involved twenty-two separate sessions and lasted approximately four weeks. On May 22 the Committee reported a bill described as one "which seeks to accomplish the objectives sought by all-- a more efficient organization of the Department of Defense and more effective national security."⁶ The President was well pleased with the bill on the whole and addressed a letter to Mr. Vinson commending the Committee on its work in which he

5

Representative Carl Vinson, Address to the House of Representatives, April 16, 1958.

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U. S. Congress, House, Committee on Armed Services, Department of Defense Reorganization Act of 1958, 85th Congress, 2d Sess., 1958, H. Rept. 1765 to accompany H. R. 12541.

It is a very important point to note that the Commission has not yet received any information from the Government of the United Kingdom regarding the situation in the North of Ireland. The Commission is aware that the Government of the United Kingdom has been requested to provide information regarding the situation in the North of Ireland, but it has not yet received any information from the Government of the United Kingdom regarding the situation in the North of Ireland.

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stated: "... by and large the bill seems to deal positively with every major problem I presented to the Congress."⁷

He did raise two objections and suggest changes in wording which he believed "would make the committee's revision clearer in intent and more clear cut in effect within the Defense Department, and therefore would result in greater departmental and operational efficiency."⁸ One objection pertained to broadening the powers of the Secretary of Defense. In rebuttal the Report of the Committee on Armed Services said:

But in the spirit of decentralization, as stated by the President in his message, and because of the magnitude of this fantastic undertaking, which involves the expenditure of approximately \$40 billion annually, it is inconceivable and impossible for any one individual to know every aspect of the functioning of the Department of Defense. For that reason, the present National Security Act wisely contemplates that there will be three military departments within the Department of Defense--the Department of the Army, the Department of the Navy, and the Department of the Air Force.

This is the type of decentralization which is essential in an organization responsible for the expenditure of \$40 billion annually. This arrangement pinpoints responsibility, clarifies once and for all, the civilian line of command, and removes all doubts as to the position of the Secretary of Defense and his authority and control. It precludes the creation of a fourth operating department within the Military Establishment, but strengthens beyond all doubt the absolute and complete authority of the Secretary of Defense whenever it is necessary for the Secretary of Defense to exercise the authority, direction, and control necessary for the efficient operation and effective organization of our Military Establishment.⁹

7

U. S. President, letter to Honorable Carl Vinson, Chairman, Committee on Armed Services, House of Representatives, May 16, 1958.

8

Ibid.

9

U. S. Congress, House, op. cit., pp. 7-8.

The President's second objection dealt with the manner in which major combatant functions could be transferred, reassigned, abolished, or consolidated. On this point the Committee's defense was Congress' constitutional responsibilities relating to the national security. The Report said in part:

Congress must exercise its constitutional responsibility in this particular area. Under existing law, combatant functions which are assigned to the four military services cannot be transferred, reassigned, consolidated or abolished. It is contended that this deprives the Secretary of Defense of needed flexibility in the Military Establishment and prevents him from eliminating unnecessary duplication and overlapping, particularly in relatively minor areas.

The Committee does not believe that it could give to the Secretary of Defense, or any member of the executive branch of the Government, the right to abolish, consolidate, transfer or reassign a major combatant function by simply notifying the Congress and then waiting 30 days. Such a grant of authority on the part of the Congress to the executive branch of the Government would constitute a complete surrender of a Constitutional responsibility imposed upon the Congress.¹⁰

The bill as approved by the Committee was passed by the House of Representatives and went to the Senate where it was referred to the Committee on Armed Services. After nearly two months' study this Committee reported its version on July 17 and the Senate passed the amended bill. Although the Senate bill amended the House bill by striking out all which followed the enacting clause, there were only three major areas of difference between the two. The differences involved:

1. The method by which the military Secretaries would function under the Secretary of Defense;

¹⁰

Ibid., p. 2.

[illegible]

2. The authority of the Secretary of Defense to transfer, reassign, consolidate, or abolish combatant functions;

3. The right of a member of the Joint Chiefs of Staff, including the Commandant of the Marine Corps in matters pertaining to the Marine Corps, and a military Secretary, to present to the Congress, on his own initiative, recommendations relating to the Department of Defense.

Since the differences were largely a question of semantics, they were quite readily resolved within a week. The final version represented a true compromise between the House and Senate bills. The compromise version passed both Houses without further controversy on July 24, 1958, and was signed by the President on August 6, 1958.¹¹

Executive and Legislative Action

The Chief Executive had gotten most of what he asked for. The principal conflict stemmed from the never-ending tug-of-war between the executive and legislative branches over control of functions. There was no disagreement with regard to objectives; the problem area lay in the method of legislative expression. Congress had sensed a threat to its constitutional authority and took great care to insert safeguards against concentration of too much power in the hands of the executive branch. The way was cleared, however, for sweeping reorganization in the Department of Defense and establishment of new chains of command.

11

U. S., Congress, An Act to Promote the National Defense by Providing for Reorganization of the Department of Defense, and for Other Purposes, Public Law 599, 85th Cong., 2d Sess., 1958.

1. The authority of the Secretary is derived from the
Executive Order, No. 10450, dated February 1, 1945.

2. The Board of Directors of the National Council on
Education and the Department of the Interior have been
asked to take action on the proposed plan, and a meeting
will be held on the subject, on the 15th day of March,
1945, at the Department of the Interior.

3. The Board of Directors has agreed to consider the
plan, and will report to the Secretary on the 15th
day of March, 1945. The Board will also report to the
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Table 1 shows the President's proposals in detail in the first column, with the executive and legislative action on each shown in the next two columns. The final column shows additional provisions which the Congress included in the legislation. It is not necessary for the purposes of this paper to discuss each of the points in detail, but the measures which are pertinent will be referred to from time to time.

Implications for the Military Comptroller

Although "budget" and "money" were not frequently used in the many discussions, it is evident from the frequent use of the word "efficiency" that both the President and Congress were thinking in terms of dollars. "Narrowly defined, efficiency has to do with performing the same tasks with less expenditures of effort and money or of doing a bigger or better job at the same or lower cost."¹² This concept of efficiency apparently was what everyone had in mind. Mr. Eisenhower stated:

The need to maintain an effective deterrent to war becomes ever more critical. In this situation, we must find more efficient and economical means of developing new devices and fitting them into our Defense Establishment.

Moreover, the new weapons and other defense undertakings are so costly as to heavily burden our entire economy. We must achieve the utmost military efficiency in order to generate maximum power from the resources we have available.¹³

¹²

Frederick C. Mosher, "Old Concepts and New Problems," Public Administration Review, Summer, 1958, p. 173

¹³

U. S., President, op. cit., pp. 2-3.

Table 1 shows the President's proposals in detail in 1955. The President, after the executive and legislative action on each item in the past two years. The final column shows additional proposals which the President included in the 1955 list. It is not necessary for the purposes of this report to discuss each of the details in detail, but the President will be referred to in this time to time.

Recommendations for the President's Committee

Although "energy" and "efficiency" have not previously been used in the same sense, it is evident from the President's use of the word "efficiency" that both the President and Congress are looking in terms of energy. "Efficiency" means, efficiency has to do with getting the same results with less expenditure of effort and money or of doing a bigger or better job in the same time. This concept of efficiency is frequently used when someone has to do it. The President

we need to maintain an efficient system. In this connection, we are looking for ways to improve the efficiency of our government. We are looking for ways to improve the efficiency of our government. We are looking for ways to improve the efficiency of our government.

However, the new system of energy efficiency is not only a new system of energy efficiency, but it is also a new system of energy efficiency. It is a new system of energy efficiency, but it is also a new system of energy efficiency. It is a new system of energy efficiency, but it is also a new system of energy efficiency.

President's Committee on Energy Efficiency, 1955. 1. 173

ANALYSIS OF THE DEPARTMENT OF

DEFENSE REORGANIZATION

PRESIDENT'S PROPOSALS	EXECUTIVE ACTION	LEGISLATION (P.L. 85-599)	ADDITIONAL PROVISIONS (P.L. 85-599)
<p>1. Organize fighting forces into operational commands that are truly unified, each assigned a mission in full accord with overall military objectives.</p> <p>a. All operational forces organized into truly unified commands established by Commander in Chief in Department of Defense but separate from military departments.</p> <p>b. Unified commander to have unquestioned authority over units of his command, with forces assigned and removed by Secretary of Defense or Commander in Chief.</p> <p>c. Present law, including certain restrictions relating to combatant functions, be amended so as to remove all obstacles to unity of commands and full command of their commanders.</p>		<p>a. and b. Sec. 5. Unified and specified commands established by President through Secretary of Defense, with advice and assistance of Joint Chiefs of Staff. Forces as determined by three departments. Such combatant commands responsible to President and Secretary of Defense for missions assigned by Secretary of Defense with approval of President. Forces assigned to such commands under full operational command of unified or specified commander. All forces not so assigned under respective departments. Each military department responsible for administration of its forces assigned to such combatant commands. Support of forces assigned to such commands vested in one or more departments as directed by Secretary of Defense. Forces can be transferred out only by authority of Secretary of Defense as approved by President.</p> <p>c. Sec. 4. Statutory command status of Chief of Naval Operations and Chief of Staff, Air Force, removed. Each service chief shall exercise such supervision over such members and organizations of his services as his Secretary determines. Supervision shall be exercised in a manner consistent with full operational command vested in unified/specified commanders.</p>	

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12/1/77

12/1/77

1. On the 12/1/77, the following
operational events were noted:
1. The system was down for
about 15 minutes.

2. All operations were normal
from 12/1/77 until 12/2/77.
The system was down for
about 15 minutes.

3. The system was down for
about 15 minutes on 12/2/77.
The system was down for
about 15 minutes.

4. The system was down for
about 15 minutes on 12/3/77.
The system was down for
about 15 minutes.

5. The system was down for
about 15 minutes on 12/4/77.
The system was down for
about 15 minutes.

6. The system was down for
about 15 minutes on 12/5/77.
The system was down for
about 15 minutes.

7. The system was down for
about 15 minutes on 12/6/77.
The system was down for
about 15 minutes.

8. The system was down for
about 15 minutes on 12/7/77.
The system was down for
about 15 minutes.

PRESIDENT'S PROPOSALS	EXECUTIVE ACTION	LEGISLATION(P.L.85-599)	ADDITIONAL PROVISIONS(P.L.85-599)
<p>2. Clear Command channels so that orders will proceed directly to unified commands from Commander in Chief and Secretary of Defense.</p> <p>a. Discontinue use of military departments as executive agents for unified commands.</p> <p>b. Repeal statutory authority which vests responsibilities for military operations in any official other than Secretary of Defense.</p>	<p>a. Directed Secretary of Defense to discontinue use of executive agents for unified commands.</p>	<p>b. Sec. 4. Same as c. above.</p>	
<p>3. Strengthen military staff in Office of Secretary of Defense in order to provide Commander in Chief and Secretary of Defense with professional assistance needed for strategic planning and operational direction of unified commands.</p> <p>a. Joint Chiefs of Staff to serve as staff assisting Secretary of Defense in his exercise of direction over unified commands.</p> <p>b. Joint Staff must be further unified and strengthened in order to provide operational and planning assistance formerly furnished by staffs of military departments.</p> <p>c. Raise statutory limit on size of Joint Staff.</p>	<p>a. Issued instructions to Secretary of Defense that Joint Chiefs of Staff function is to advise and assist Secretary of Defense in respect to their duties and not to perform any independently of Secretary's direction.</p> <p>b. Directed Secretary of Defense to discontinue Joint Staff committee system and strengthen Staff by adding integrated operations division.</p>	<p>c. Sec. 5. Raises limit for Joint Staff to 400 officers, selected in approximately equal numbers from three departments.</p>	<p>Sec. 5. Chairman, Joint Chiefs of Staff, with advice of Joint Chiefs of Staff and approval of Secretary of Defense shall select Director, Joint Staff, who must be junior to members of Joint Chiefs of Staff. Tenure of Director and members of Joint Staff limited to three years and restrictions placed on recall of officers to Joint Staff duty. Joint Staff shall not operate or be organized as overall General Staff, but may operate along conventional staff lines to support Joint Chiefs of Staff in discharge of assigned responsibilities.</p>

No.	Date	Description
1	1912	<p>1. [Illegible text]</p> <p>2. [Illegible text]</p> <p>3. [Illegible text]</p>
2	1913	<p>4. [Illegible text]</p> <p>5. [Illegible text]</p> <p>6. [Illegible text]</p> <p>7. [Illegible text]</p> <p>8. [Illegible text]</p> <p>9. [Illegible text]</p> <p>10. [Illegible text]</p> <p>11. [Illegible text]</p> <p>12. [Illegible text]</p> <p>13. [Illegible text]</p> <p>14. [Illegible text]</p> <p>15. [Illegible text]</p> <p>16. [Illegible text]</p> <p>17. [Illegible text]</p> <p>18. [Illegible text]</p> <p>19. [Illegible text]</p> <p>20. [Illegible text]</p> <p>21. [Illegible text]</p> <p>22. [Illegible text]</p> <p>23. [Illegible text]</p> <p>24. [Illegible text]</p> <p>25. [Illegible text]</p> <p>26. [Illegible text]</p> <p>27. [Illegible text]</p> <p>28. [Illegible text]</p> <p>29. [Illegible text]</p> <p>30. [Illegible text]</p> <p>31. [Illegible text]</p> <p>32. [Illegible text]</p> <p>33. [Illegible text]</p> <p>34. [Illegible text]</p> <p>35. [Illegible text]</p> <p>36. [Illegible text]</p> <p>37. [Illegible text]</p> <p>38. [Illegible text]</p> <p>39. [Illegible text]</p> <p>40. [Illegible text]</p> <p>41. [Illegible text]</p> <p>42. [Illegible text]</p> <p>43. [Illegible text]</p> <p>44. [Illegible text]</p> <p>45. [Illegible text]</p> <p>46. [Illegible text]</p> <p>47. [Illegible text]</p> <p>48. [Illegible text]</p> <p>49. [Illegible text]</p> <p>50. [Illegible text]</p> <p>51. [Illegible text]</p> <p>52. [Illegible text]</p> <p>53. [Illegible text]</p> <p>54. [Illegible text]</p> <p>55. [Illegible text]</p> <p>56. [Illegible text]</p> <p>57. [Illegible text]</p> <p>58. [Illegible text]</p> <p>59. [Illegible text]</p> <p>60. [Illegible text]</p> <p>61. [Illegible text]</p> <p>62. [Illegible text]</p> <p>63. [Illegible text]</p> <p>64. [Illegible text]</p> <p>65. [Illegible text]</p> <p>66. [Illegible text]</p> <p>67. [Illegible text]</p> <p>68. [Illegible text]</p> <p>69. [Illegible text]</p> <p>70. [Illegible text]</p> <p>71. [Illegible text]</p> <p>72. [Illegible text]</p> <p>73. [Illegible text]</p> <p>74. [Illegible text]</p> <p>75. [Illegible text]</p> <p>76. [Illegible text]</p> <p>77. [Illegible text]</p> <p>78. [Illegible text]</p> <p>79. [Illegible text]</p> <p>80. [Illegible text]</p> <p>81. [Illegible text]</p> <p>82. [Illegible text]</p> <p>83. [Illegible text]</p> <p>84. [Illegible text]</p> <p>85. [Illegible text]</p> <p>86. [Illegible text]</p> <p>87. [Illegible text]</p> <p>88. [Illegible text]</p> <p>89. [Illegible text]</p> <p>90. [Illegible text]</p> <p>91. [Illegible text]</p> <p>92. [Illegible text]</p> <p>93. [Illegible text]</p> <p>94. [Illegible text]</p> <p>95. [Illegible text]</p> <p>96. [Illegible text]</p> <p>97. [Illegible text]</p> <p>98. [Illegible text]</p> <p>99. [Illegible text]</p> <p>100. [Illegible text]</p>

TABLE 1

Continued

PRESIDENT'S PROPOSALS	EXECUTIVE ACTION	LEGISLATION(P.L.85-599)	ADDITIONAL PROVISIONS(P.L.85-599)
<p>d. Authorize Chairman, Joint Chiefs of Staff, to assign duties to Joint Staff with Approval of Secretary of Defense.</p> <p>e. Make clear chiefs of military services may delegate portion of service responsibilities to vice chiefs.</p> <p>f. Remove provision that Chairman, Joint Chiefs of Staff, may not vote.</p>		<p>d. Sec. 5. Joint Staff shall perform such duties as Joint Chiefs of Staff or Chairman prescribes. Chairman manages Joint Staff and its Director on behalf of Joint Chiefs of Staff.</p> <p>e. Sec. 6. Vice Chiefs of military services have such authority and duties in respective departments as chiefs may delegate or prescribe to them with approval of service Secretaries.</p> <p>f. Sec. 7. Eliminates "who has no vote" from description of role of Chairman, Joint Chiefs of Staff.</p>	
<p>4. Continue three military departments as agencies within Department of Defense to administer wide range of functions.</p> <p>a. Eliminate one or two of Assistant Secretaries authorized for each military department.</p> <p>b. Leave determination of duties of Assistant Secretaries to each service Secretary.</p>		<p>a. Sec. 8. An Under Secretary and three Assistant Secretaries prescribed in each military department.</p> <p>b. Sec. 8. Provides that duties of Assistant Secretaries shall be prescribed by Secretary.</p>	
<p>5. Organize research and development functions of Department of Defense in order to make best use of scientific and technological resources.</p> <p>a. Establish new position of Director of Defense Research and Engineering in place of Assistant Secretary of Defense for Research and Engineering, with salary equal to Secretaries of military departments and to rank immediately after service Secretaries and above Assistant Secretaries of Defense.</p>		<p>a. Sec. 9. Director of Defense Research and Engineering to be appointed by President with advice and consent of Senate to take precedence after service Secretaries and to receive compensation same as service Secretaries.</p>	<p>Sec. 9. Secretary of Defense or designee, subject to approval of President, authorized to engage in basic and applied research projects essential to responsibilities of Department of Defense by contract, through military departments, or by using employees or consultants of</p>

TABLE 1

Continued

PRESIDENT'S PROPOSALS	EXECUTIVE ACTION	LEGISLATION(P.L.85-599)	ADDITIONAL PROVISIONS(P.L.85-599)
<p>b. Functions should be to advise Secretary of Defense on scientific and technical matters, to supervise all research and engineering activities in Department of Defense, including those of Advanced Research Projects Agency and Office of Director of Guided Missiles, to direct research and engineering activities that require centralized management.</p>		<p>b. Sec. 9. To perform such duties as Secretary of Defense may prescribe including: be principal adviser to Secretary of Defense on scientific and technical matters; supervise all research and engineering activities in Department of Defense; direct and control (including assignment and reassignment) research and engineering activities deemed by Secretary of Defense to require centralized management.</p>	<p>Department of Defense. Necessary funds authorized to be appropriated. Public Law 85-325 (authorizing Advanced Research Projects Agency) amended to conform with above.</p>
<p>6. Remove all doubts as to full authority of Secretary of Defense.</p> <p>a. Secretary should have greater flexibility in money matters, both among and within military departments.</p> <p>b. Eliminate such provisions as those prescribing separate administration of military departments and other needless and injurious restraints on authority of Secretary of Defense.</p> <p>c. Remove doubts concerning Secretary's authority to transfer, reassign, abolish, or consolidate functions of Department of Defense.</p>	<p>a. Directed 1960 budget estimates and all thereafter be prepared and presented in form to give Secretary of Defense sufficient directive authority over funds.</p>	<p>b. Sec. 3. Each military department shall be separately organized under own Secretary and shall function under direction, authority and control of Secretary of Defense. Secretary of military department shall be responsible to Secretary of Defense for operation of department as well as its efficiency.</p> <p>c. Sec. 3. Manner in which Secretary of Defense may transfer, reassign, abolish or consolidate functions established by law to be performed by Department of Defense or any officer or agency thereof is specified; must notify Armed Services Committees of House and Senate and then wait specified period for resolution opposing. Weapons and</p>	<p>Sec. 3. Secretary of Defense shall submit annual report to President and Congress covering expenditures, work, and accomplishments of Department of Defense, including recommendations, separate reports from military departments and statements showing savings and eliminations of duplications. Service Secretary or member of Joint Chiefs of Staff shall not be prevented from presenting to Congress on own initiative after informing Secretary of Defense any recommendation he deems proper. No Assistant Secretary of Defense shall have authority to issue orders to military department unless authority in specific subject area delegated in writing and orders are issued through service Secretary or his designee. Each service Secretary, his civilian assistants and military personnel shall cooperate fully with personnel of Office of Secretary of Defense to achieve efficient administration and carry</p>

PRESIDENT'S PROPOSALS	EXECUTIVE ACTION	LEGISLATION(P.L.85-599)	ADDITIONAL PROVISIONS(P.L.85-599)
<p>d. Allow Secretary of Defense seven Assistant Secretaries plus Director of Defense Research and Engineering and General Counsel.</p> <p>e. Review operating methods of various staffs in Office of Secretary of Defense and interdepartmental committee structure within Department in effort to accelerate entire decisionmaking process.</p> <p>f. Review numbers and activities of personnel of various military departments engaged in legislative liaison and public affairs activities in Washington area.</p> <p>g. Principal assistant for legislative liaison should be civilian official, an Assistant Secretary of Defense.</p> <p>h. Promotions and assignments of all officers above two-star rank should be controlled by President on recommendation of Secretary of Defense and suggestions of Joint Chiefs of Staff and service Secretaries.</p>	<p>e. Directed Secretary of Defense to critically review operating methods of various staffs and interdepartmental committee structure to reduce personnel and accelerate decisionmaking.</p> <p>f. Directed Secretary of Defense to strengthen Defense Department supervision over legislative liaison and public affairs activities and move personnel and activities into Office of Secretary of Defense as necessary.</p> <p>g. Nominated civilian as Assistant to the Secretary of Defense.</p> <p>h. Instituted procedure so that promotions, assignments and removals of three-star and above be made only on recommendation of Secretary of Defense with advice of Secretaries of military departments and Joint Chiefs of Staff.</p>	<p>weapons systems and supply service activities exempt from restrictions. Also President may transfer functions in event of hostilities or threat of hostilities.</p> <p>d. Sec. 9. Position of Director of Defense Research and Engineering established.</p> <p>Sec. 10. Seven Assistant Secretaries of Defense authorized.</p>	<p>out direction, authority and control of Secretary of Defense.</p> <p>Sec. 12. Provides for National Guard Bureau.</p>

No.	Name	Address
1	J. H. Smith	123 Main St, New York, N.Y.
2	A. J. Jones	456 Elm St, Chicago, Ill.
3	W. R. Brown	789 Oak St, Boston, Mass.
4	M. L. Green	101 Pine St, Philadelphia, Pa.
5	C. D. White	234 Cedar St, San Francisco, Cal.
6	T. E. Black	567 Birch St, Los Angeles, Cal.
7	S. K. Grey	890 Spruce St, Portland, Ore.

Continued

PRESIDENT'S PROPOSALS	EXECUTIVE ACTION	LEGISLATION(P.L.85-599)	ADDITIONAL PROVISIONS(P.L.85-599)
<p>i. Authorize Secretary of Defense to transfer officers between services with consent of individual.</p>		<p>i. Sec. 11. President may transfer commissioned officers between services. Secretary of Defense to establish policies and procedures for transfers. Officer may not gain precedence by transfer.</p>	

The House Committee on Armed Services summarized the bill which it reported as follows:

The proposed legislation provides for

1. Unity in strategic planning.
2. Unity of military command.
3. Unity in our fighting forces, and
4. Streamlining of the Department of Defense.
5. It provides for the most efficient and least costly defensive system that can be devised.
6. It broadens and removes all doubt as to the authority of the Secretary of Defense by eliminating the words "separately administered."
7. It speeds up the chain of command.
8. It integrates our combatant forces.
9. It gives our Joint Chiefs of Staff the professional assistance needed for the unified direction of our combatant forces.
10. It places defense research and engineering under one responsible official with the power to stop unnecessary duplication, speed up essential work and eliminate unnecessary competition or rivalry.
11. But it preserves to the Congress its constitutional responsibility to provide for an Army, Navy, Air Force, and Marine Corps.

In short, it provides for America's security with solvency through the proper exercise of executive and legislative responsibility.¹⁴

The objective seemed not to be cutting the defense budget but rather exercising better control which would result in getting more for each dollar spent. Secretary of Defense McElroy was questioned on this point before the Senate Committee on Armed Services.

McElroy did not foresee any substantial reduction in the requirement for defense funds except in the event of a change in the international situation. He estimated that the main accomplishment of the reorganization plan

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U. S., Congress, House, op. cit., p. 15.

would be to "avoid intolerable" increases in defense spending. He said the main area for savings would be research and engineering.¹⁵

Obviously, then, although mentioned only once in the President's Message and not at all in the Reorganization Act, the military comptroller is a key figure in successfully achieving the objectives of the reorganization. At this time, there are six main areas which merit a discussion of their effect on comptrollership:

1. Realignment of personnel
2. New appropriation structure
3. New research and development setup
4. Transfer of functions
5. New Joint Staff organization
6. New chain of command for unified and specified commands

These may affect budgeting procedures, amounts budgeted or responsibility for control.

It is too early yet to assess the full impact of the changes on the work of comptrollers or even to identify all of the factors. In Chapter II, however, a more detailed analysis of developments to date and portended in the future is attempted.

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Katherine Johnsen, "Aim of Reorganization Bill is Disputed," Aviation Week, June 23, 1958, p. 22.

CHAPTER II

IMPLEMENTATION OF AREAS AFFECTING COMPTROLLERSHIP

Not only did most of the President's proposals which required legislative action receive Congressional approval through the Reorganization Act, but they are also in the process of implementation. Not enough time has elapsed for all phases of the reorganization to be functioning smoothly, but the first steps have been taken. The military comptrollers report that they have felt few drastic effects as yet, but there are certain areas in which they anticipate change and they are awaiting developments.

Realignment of Personnel

As is the case in any reorganization, the changes in the Department of Defense brought about considerable shifting of personnel. So far as can be ascertained at this stage, however, these shifts will have little or no effect upon the overall budget. Changes will be restricted to the allocation of funds and responsibility for their control.

The Reorganization Act, in accordance with the President's request, reduced the number of Assistant Secretaries in the Department of Defense from nine to seven. Actually no change was effected for there had previously been a General Counsel

and eight Assistant Secretaries, one of whom was the Assistant Secretary for Research and Engineering. The latter is now replaced by the Director of Defense Research and Engineering, who takes precedence immediately after the service Secretaries. The other seven Assistant Secretaries and the General Counsel remain. Thus personnel strength in the Department of Defense has not been reduced, and it is conceivable that it may be augmented in time by the strengthening of the staff of the Director of Defense Research and Engineering.

The number of Assistant Secretaries in each of the Military Departments was likewise reduced from four to three. Thus far this reduction has had no effect on personnel strengths in the Departments since responsibility for the functions performed have merely been transferred to other officials. The Act also specifies that the duties of the Assistant Secretaries shall be prescribed by the service Secretary. This provision caused many conjectures as to which Assistant Secretary would be deleted in each service.

The Navy elected to eliminate the Assistant Secretary for Financial Management, who was also Comptroller. The Under Secretary of the Navy assumed the functions as additional duties, however, and to date there have been no basic changes in the Navy Comptroller's organization. If this arrangement continues, it seems logical to assume that the Deputy Comptroller, a flag officer, may assume a more prominent role in the financial management of the Navy. The issue is in doubt

at present, however, for the Franke Report,¹⁶ just released, recommends that the three Assistant Secretaries of the Navy be for Financial Management, Material, and Research and Development. The Secretary of the Army has assigned Assistant Secretaries for Financial Management, Logistics, and Manpower, Personnel and Reserve Forces, and the Secretary of the Air Force elected to have Assistant Secretaries for Financial Management, Material, and Research and Development.

A further comment about the Franke Report is appropriate since it was an outgrowth of the Reorganization Act. The committee was set up to study the organization of the Navy and to recommend appropriate changes. In general, the realignments which it has proposed are based on the function of the Navy Department as set forth in the Reorganization Act. Other changes are recommended to streamline the command channels within the Department. Other than the designation of the Assistant Secretaries, the major changes suggested are:

1. Deletion of present Restricted Line officer categories and creation of a new Technical Corps.

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Report of a committee headed by Mr. William B. Franke, Under Secretary of the Navy. Other members were: Assistant Secretary of the Navy (Material); Vice Chief of Naval Operations; Commandant of the Marine Corps Schools; Administrative Assistant to the Secretary of the Navy; Special Assistant to the Deputy Chief of Naval Operations (Plans and Policy); Special Assistant to the Director, Strategic Plans Division, Office of the Chief of Naval Operations.

2. Merger of the Bureaus of Aeronautics and Ordnance into a Bureau of Naval Weapons.

3. Substantial increase of postgraduate training in specialized fields.

4. Reorganization and realignment of functions within the Office of the Chief of Naval Operations.

The 180-page report which is the result of a five-month study has been submitted to the Secretary of the Navy, who says he will take action on some of the recommendations within the next month. Since Mr. Franke is Secretary-designate, it is safe to assume that he will expedite action on those matters not already implemented when he takes office. It must be remembered, however, that some of the proposals require legislative action. Therefore, no prediction can be made of the ultimate effect of this report upon the Navy. Undoubtedly, however, the work of the Comptroller of the Navy will be affected.

Another personnel shift which the President indicated would be made has not materialized. He said:

I have directed the Secretary of Defense to review the numbers as well as the activities of personnel of the various military departments who engage in legislative liaison and public affairs activities in the Washington area. I have requested that he act, without impeding the flow of information to the Congress and the public, to strengthen Defense Department supervision over these activities and to move such of these personnel and activities as necessary into the Office of the Secretary of Defense.

I have, in this connection, advised the Secretary of my desire that his principal assistant for legislative liaison be a civilian official. On the recommendation of the Secretary, I shall nominate a person as Assistant Secretary of Defense to perform those duties. An Assistant Secretary of Defense already holds the responsibility for public affairs activities.¹⁷

¹⁷U. S., President, op. cit., p. 12.

Studies of these activities were made, but no transfers of personnel have been effected, although greater control is being exercised from the Office of the Secretary of Defense. The President did not nominate a new Assistant Secretary. Recently the intent of the proposal has been implemented by designation of a civilian to be Assistant to the Secretary for Legislative Affairs. The military officer who had held this position will be subordinate to the civilian.

The most significant realignment of personnel came with the reconstitution of the Joint Staff and its augmentation from 210 to 400 officers. By executive order the Secretary of Defense was directed to discontinue the Joint Committee system. This immediately freed many officers within the Departments from time-consuming service on Joint Committees and reduced the personnel requirements in the headquarters of the services. To counteract this salutary effect, however, a personnel requirement was levied on each of the three Departments to fill the additional 190 spaces in the Joint Staff. Thus no actual reduction in personnel was effected, but rather in many instances a hardship was imposed upon the Departments. The qualifications of the officers to be assigned to the Joint Staff were such that key personnel had to be transferred and serious gaps were left in the headquarters staff. In addition, headquarters comptrollers felt a monetary pinch, for the 1959 Budget had allowed no funds to support the enlarged Joint Staff. Each Department was required to give up some of its own funds to

On a review of the records in the custody of the
Director, the following information was obtained:
The records of the Bureau of Investigation, Department of Justice,
show that the following individuals were arrested and
detained in the custody of the Bureau of Investigation,
Department of Justice, during the period from January 1, 1941,
to January 1, 1942:

fill the deficit. The 1960 Budget rectifies this situation.

It is plain to see that the personnel shifts have not materially affected the routines of the comptrollers. A few dollars have been transferred from one account to another. Personnel allocations have been changed. Procedures, however, remain the same.

New Appropriation Structure

Another change effected by executive action was a revised appropriation structure. In his April Message the Chief Executive stated:

Today most of our defense funds are appropriated not to the Secretary of Defense but rather to the military departments. The Secretary of Defense and the Comptroller of the Department of Defense may place certain limitations on the use of funds by the military departments. Yet they do not have sufficient directive authority over such expenditures.

This method of providing defense funds has worked against the unity of the Department of Defense as an executive department of the Government. I strongly urge that in the future the Congress make appropriations for this Department in such a fashion as to provide the Secretary of Defense adequate authority and flexibility to discharge his heavy responsibilities. This need is particularly acute in respect to his powers of strategic planning and operational direction.

I have accordingly directed, in consonance with existing statutory provisions, that the Department's budget estimates for the 1960 fiscal year and thereafter be prepared and presented in a form to accomplish these ends.¹⁸

The 1960 Executive Budget for the Department of Defense was sent to Congress in a much simplified form. Table 2 shows the conversion for Fiscal Year 1960 from the Fiscal Year 1959 pattern.

¹⁸ U. S., President, op. cit., p. 10.

(All amounts in thousands of dollars)

Existing Appropriation Titles	Military Personnel		Operation and Maintenance		Procurement		Research, Development, Test, and Evaluation		Military Construction	
	Appropriation Title	Amount	Appropriation Title	Amount	Appropriation Title	Amount	Appropriation Title	Amount	Appropriation Title	Amount
<u>Department of the Army</u>										
Military Personnel, Army	Military Personnel, Army	3,314,063								
Operation & Maintenance, Army			Operation & Maintenance, Army	3,053,785				14,215		
Procurement of Equipment & Missiles, Army					Procurement of Equipment & Missiles, Army	1,024,700	Research, Develop., Test & Eval., Army	459,300		
Research & Development, Army								573,000		
Reserve Personnel, Army	Reserve Personnel, Army	202,000								
National Guard	National Guard Personnel, Army	191,951	Oper. & Maint., Army National Guard	146,000						
Nat'l Board for Promotion of Rifle Practice			Nat'l Board for Promotion of Rifle Pract.	300						
Operation & Maintenance, Alaska Communication System			Oper. & Maint., Alaska Comm. System	5,676						
Military Construction, Army									Military Construction, Army	341,000
Military Construction, Army Reserve Forces									Military Constr., Army Reserve Forces	20,000
									Military Constr., Army National Guard	11,000
Total - 9,357,000		3,708,024		3,205,761		1,024,700		1,046,515		372,000
<u>Department of the Navy</u>										
Military Personnel, Navy	Military Personnel, Navy	2,476,700								
Reserve Personnel, Navy	Reserve Personnel, Navy	88,000								
Military Personnel, Marine Corps	Military Personnel, Marine Corps	596,900								
Reserve Personnel, Marine Corps	Reserve Personnel, Marine Corps	24,300								
Medical Care, Navy				99,250						
Medical Petroleum Reserves, Navy				2,125						
Personnel, General Expenses				94,000						
Service-Wide Operations, Navy				134,000						
Service-Wide Supply & Finance, Navy			Operation & Maintenance, Navy	317,000						
Medical & Facilities, Navy				863,074				9,926		
Engineering, Navy				130,217				483		
Marine Corps Troops & Facilities				172,000				800		
Medical & Facilities, Navy				141,889				1,111		
Medical & Facilities, Navy				849,637				21,363		
Marine Corps Procurement					Procurement, Marine Corps	135,200	Research, Develop., Test & Eval., Navy	6,800		
Aircraft & Related Procurement, Navy					Aircraft & Related Procurement, Navy	1,950,294		39,706		
Shipbuilding & Conversion, Navy					Shipbuilding & Conversion, Navy	1,498,200		21,800		
Procurement of Ordnance & Ammunition, Navy					Procurement of Ordnance & Ammo., Navy	564,069		85,931		
Research & Development, Navy								783,000		
Military Construction, Naval Reserve Forces									Military Construction, Naval Reserve	9,000
Military Construction, Navy									Military Construction, Navy	244,000
Ships' Stores Profits, Navy (special fund account)			Ships' Stores Profits, Navy	9,000						
Total - 11,369,775		3,185,900		2,812,192		4,147,763		970,920		253,000
<u>Department of the Air Force</u>										
Aircraft, Missiles & Related Procurement, Air Force					Aircraft Procurement, Air Force from A/C, Missiles & Related Proc. from Proc. Other Than A/C & Missiles	4,409,100 (4,190,300) (218,800)		256,100		
Procurement Other Than Aircraft & Missiles, Air Force					Missile Procurement, Air Force from A/C, Missiles & Related Proc. from Proc. Other Than A/C & Missiles	2,601,200 (1,900,000) (701,200)	Research, Develop., Test & Eval., A.F.	123,600		
Air National Guard	National Guard Personnel, Air Force	48,000	Oper. & Maint., Air National Guard	169,000	Other Procurement, Air Force from A/C, Missiles & Related Proc. from Proc. Other Than A/C & Missiles from Air National Guard, Air Force	1,165,200 (15,300) (1,131,030) (18,870)			Military Construction, Air Nat'l Guard	17,000
Research & Development, Air Force								750,000		
Operation & Maintenance, Air Force			Operation & Maintenance, Air Force	4,256,800				20,200		
Military Personnel, Air Force	Military Personnel, Air Force	3,914,000								
Reserve Personnel, Air Force	Reserve Personnel, Air Force	94,000								
Military Construction, Air Force									Military Construction, Air Force	894,000
									Military Construction, Air Force Reserve	4,000
Total - 18,682,200		4,016,000		4,425,800		8,175,500		1,149,900		915,000
<u>Office of the Secretary of Defense</u>										
Salaries & Expenses, OSD			Salaries & Expenses, OSD	19,775						
Salaries & Expenses, OPA				725						
Salaries & Expenses, ARPA							Salaries & Expenses, ARPA	455,000		
Construction, ARPA									Construction, ARPA	(by transfer)
Total - 475,500				20,500				455,000		
<u>Interservice Activities</u>										
(No existing appropriation)			Operation & Maintenance, Olympic Winter Games, Department of Defense	400						
Claims, Department of Defense			Claims, Department of Defense	16,500						
Contingencies, Department of Defense			Contingencies, Department of Defense	30,000						
Emergency Fund, Department of Defense							Emergency Fund, Department of Defense	150,000		
Retired Pay, Department of Defense	Retired Pay, Department of Defense	715,000								
Salaries & Expenses, Court of Military Appeals			Salaries & Exps., Ct. of Mil. Appeals	425						
Loran Stations, Department of Defense									Loran Stations, Dept. of Defense	23,200
Total - 935,525		715,000		47,325				150,000		23,200
GRAND TOTAL - 40,820,000		11,624,924		10,511,578		13,347,963		3,772,335		1,563,200

The five headings across the top of the table cover five major areas of the defense program: Military Personnel; Operation and Maintenance; Procurement; Research, Development, Test, and Evaluation; ^{MILITARY CONSTRUCTION} A sixth main title covers the revolving and management funds.

The change in appropriation structure was felt most in the Navy. Ten separate appropriations which corresponded closely to the Bureau organization have been combined under a single title, Operation and Maintenance, Navy. The former appropriation titles are now budget activities. This change was effected to place the operation and maintenance functions of the Navy on the same basis and to give the Navy the same flexibility that the Army and Air Force have had for several years.

The Air Force Procurement appropriations have been increased from two to three. The object of this change was to permit inclusion of funds for all major "hardware" related to any specific weapon system in one appropriation account. For example, funds for launchers and ground handling equipment for missiles will be in the same appropriation as the missiles themselves.

Each of the three Departments now has an appropriation for Research, Development, Test and Evaluation. In each case this appropriation represents a consolidation of at least three appropriations. More importantly, certain items which formerly were financed out of Procurement appropriations have now been budgeted for under Research, Development, Test and Evaluation.

The five categories under the top of the table cover five major areas of the business program: Military Development; Operations; Administration; Development; Research Development; Test, and Evaluation. A sixth table covers the training and man-

power factor. The table is organized in a way that will be very helpful in understanding the various activities which are being carried out by the various organizations. The first column lists the various organizations, the second column lists the various activities, and the third column lists the various results. This table is very helpful in understanding the various activities which are being carried out by the various organizations. The first column lists the various organizations, the second column lists the various activities, and the third column lists the various results. This table is very helpful in understanding the various activities which are being carried out by the various organizations.

The table is organized in a way that will be very helpful in understanding the various activities which are being carried out by the various organizations. The first column lists the various organizations, the second column lists the various activities, and the third column lists the various results. This table is very helpful in understanding the various activities which are being carried out by the various organizations. The first column lists the various organizations, the second column lists the various activities, and the third column lists the various results. This table is very helpful in understanding the various activities which are being carried out by the various organizations.

Each of the three departments has an organization for research, development, test and evaluation. In each case this organization represents a specialization of at least one of the various activities which are being carried out by the various organizations. The first column lists the various organizations, the second column lists the various activities, and the third column lists the various results. This table is very helpful in understanding the various activities which are being carried out by the various organizations.

This change had been urged by the House Committee on Appropriations in order to differentiate more clearly between procurement and research. It has not been possible in the Fiscal Year 1960 budget to completely segregate all those procurement items which, although they have passed the research and development stage, are being procured as prototypes for test and operational evaluation. Problems have arisen in determining the costs of tooling which should be allocated to production of prototypes and to production of operational hardware, since the same tools in all probability will be used for both. To the extent that amounts associated with development, test and evaluation remain in the Procurement appropriations, they are identified as budget activities. The effect of this transfer makes no net difference in the total fund requirement, but it decreases the Procurement appropriations with corresponding increases in the size of the Research, Development, Test and Evaluation appropriations. Budgets for future years will show a further shifting of funds as the transfer is fully implemented.

The objective of the appropriation changes was to make the Departmental budgets more uniform and comparable and to permit the Secretary of Defense more flexibility in administering the funds authorized to his Department by Congress. It has been pointed out that Congress in debating the reorganization resisted concentrating too much power over expenditures in the hands of the Secretary of Defense. What they will do about the President's plea to appropriate funds for the

Department of Defense so as to give the Secretary of Defense adequate authority and flexibility remains to be seen.

The flexibility may be obtained in two ways. First, Congress can include liberal transfer authority in the appropriation act. Secondly, if Congress accepts the new appropriation structure, the Secretary of Defense can transfer funds between budget activities within the same appropriation without reference to Congress. This situation has previously obtained in the Operations and Maintenance appropriations of the Army and Air Force with no apparent deleterious effects. The Navy Bureaus, however, faced with the situation for the first time, are apprehensive.

Judging from the legislative history of the Reorganization Act, it is doubtful that Congress will be especially generous in granting transfer authority. In fact, the Assistant Secretary of Defense (Comptroller) took care to emphasize to the House Appropriations Committee that the executive branch was not asking for any special authority. He stated: "These changes do not give the Secretary of Defense any greater or lesser authority over the utilization of appropriations for military functions administered by the Department of Defense than he now has."¹⁹

In what form the appropriation act will emerge from Congress is also debatable. The lawmakers are creatures of habit and

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W. J. McNeil, Assistant Secretary of Defense, Statement before the Subcommittee on Department of Defense Appropriations of the House Committee on Appropriations on the Fiscal Year 1960 Budget, February 19, 1959.

they are familiar with the old appropriation structure. There have been no loud rumblings of dissatisfaction, however. Also, the House Appropriations Committee has held its hearings on each main appropriation area in turn rather than dealing with all appropriations for each service separately.

Comptrollers have already encountered many problems and made many difficult decisions in formulating the Fiscal Year 1960 budget under the new system. But their work is far from complete, for procedures for administration and control of funds appropriated by Congress must be developed.

New Research and Engineering Organization

The President's fifth proposal, it will be recalled, related to research and development. He said:

Referring at this point only to research and development, I consider it essential that the Secretary's control over organization and funds be made complete and unchallengeable. Only if this is done can he assure the most effective and economical use of the research and development resources of his Department. These processes are costly in money and skilled personnel; duplications are therefore doubly damaging.

The Secretary must have full authority to prevent unwise service competition in this critical area. He needs authority to centralize, to the extent as he deems necessary, selected research and development projects under his direct control in organizations that may be outside the military departments. I anticipate that most research activities already under way would continue within the military departments. Such new undertakings as require central direction can be centralized with far less difficulty than projects already assigned to military departments.²⁰

Accordingly, he recommended to Congress the establishment of the new position of Director of Defense Research and Engineering. Congress was in complete accord with the President

on this point and not only enacted what he had requested but went a bit further. The legislative body considered that the responsibilities of the Director would be of such far-reaching importance to the Department as a whole that he should be a member of the Armed Forces Policy Council and so provided in the legislation.

In addition, Congress took cognizance of possible conflicts between the authority of the newly created Advanced Research Projects Agency and the Director of Defense Research and Engineering. The President had specified that the Director would supervise all research and engineering activities in the Department of Defense, including those of the Advanced Research Projects Agency and of the Office of the Director of Guided Missiles. The Reorganization Act therefore specifies:

The Secretary of Defense or his designee, subject to the approval of the President, is authorized to engage in basic and applied research projects essential to the responsibilities of the Department of Defense in the field of basic and applied research and development which pertain to weapons systems and other military requirements. The Secretary or his designee, subject to the approval of the President, is authorized to perform assigned research and development projects: by contract with private business entities, educational or research institutions, or other agencies of the Government, through one or more of the military departments, or by utilizing employees and consultants of the Department of Defense.²¹

Authorization for appropriation of funds to carry out these

²¹U. S., Congress, op. cit., Sec. 9. (b) (2).

provisions was also included. To complete the clarification the Act²² which brought the Advanced Research Projects Agency into existence was amended to conform with the Reorganization Act.

It is evident, then, that not only will a greater share of funds for research and engineering be concentrated in the Office of the Secretary of Defense, but the control of such funds appropriated to the individual Departments will rest to a great extent in the hands of the Director of Defense Research and Engineering. The control has already been felt by the services in the cancellation recently of several projects which were well under way. Such peremptory action will probably not be taken in the future, for new projects will be approved before they are initiated.

In the future, comptrollers in the Departments can expect that funds in the Research, Development, Test and Evaluation appropriations will be more closely scrutinized than ever before. The Assistant Secretary of Defense (Comptroller) will find that his responsibilities in this area have increased proportionately to the concentration of authority in the hands of the Director of Defense Research and Engineering.

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U. S. Congress, An Act to Authorize the Secretary of the Air Force to Establish and Develop Certain Installations for the National Security, and to Confer Certain Authority on the Secretary of Defense, and for Other Purposes, Public Law 325, 85th Congress, 2d Session, 1958.

Transfer of Functions

It has been noted that one point of contention between the President and Congress was the question of how much freedom should be permitted to the Secretary of Defense in transferring, reassigning, abolishing, or consolidating functions within his Department. Congress stood fast on limiting the Secretary's authority in this area and retaining Congressional control over the functions of the individual Departments by placing restrictions on the method of transferring functions. These provisions are spelled out in great detail, and since they are not particularly pertinent to this discussion, suffice it to say that they require a report of any contemplated change of functions to both Houses of Congress, followed by a specified waiting period.

There must always be an exception to the rule, and Congress included three in this section of the Act. The President may transfer, reassign, or consolidate functions if he deems necessary in the event of hostilities or threat of hostilities. The Secretary of Defense may assign or reassign the development and operational use of new weapons or weapons systems or may provide for a single agency to carry out a supply service activity.

While any change of functions assigned to a Department will affect comptrollership, it is the last exception which has the most direct impact. The single manager concept is not new in the Department of Defense, of course, and the trend is toward increased use of single managers for supply functions. The concept came about largely because of admonishments to the Secretary of Defense in previous legislative acts to eliminate

duplication and overlapping within his Department. It is interesting, however, that Congress chose to be so specific on the point in the 1958 Reorganization Act. It states:

Whenever the Secretary of Defense determines it will be advantageous to the Government in terms of effectiveness, economy, or efficiency, he shall provide for the carrying out of any supply or service activity common to more than one military department by a single agency or such other organizational entities as he deems appropriate. For the purposes of this paragraph, any supply or service activity common to more than one military department shall not be considered a "major combatant function"...²³

The "transfer of functions" section has had no application since the passage of the Act and it is doubtful that any Secretary of Defense will try to "buck" Congress on changing a major combatant function. Assignment of weapons and weapons systems will undoubtedly be more closely controlled than in the past, and the single manager concept for supply activities will continue to be implemented. The departmental comptrollers will have many adjustments to make each time there is a shift in functions.

Other Areas

The other two areas which will affect budgeting and comptrollership--the new Joint Staff organization and the new chain of command for unified/specified commands--are treated separately in Chapters III and IV. The changes in these areas present such radical departures from the previous organization, that procedures are still in the initial planning stage and speculation as to the final decisions is rife.

Summary

It is quite apparent that the military comptrollers have not been merely interested bystanders as the various phases of the Department of Defense reorganization have been implemented. They have had to keep actively alert to every slight change which might affect either their control or budgeting functions. They have had to make more than the usual last-minute revisions to their Fiscal Year 1960 budgets to make them conform with the new appropriation structure. They have had to reallocate funds for Fiscal Year 1959 to support the new organization. They have had to reorganize their own staffs so that better control might be exercised.²⁴ They have had to be sufficiently well-informed to advise their operational superiors of the implications of proposed changes. In short, the comptrollers have been "in on" every phase of the reorganization.

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This has been more prevalent in the Office of the Comptroller of the Navy, where some divisions which had been organized to conform to the bureau organization had to be shifted around to accommodate the new appropriation structure.

CHAPTER III

THE ROLE OF THE JOINT STAFF

While all aspects of the reorganization received a fair share of attention, there is little doubt that the unified command structure and the Joint Staff were the most debated issues. Headlines such as, "President's Proposal Means 'Prussian-Type' General Staff,"²⁵ were common. Congress took great care to preclude such a turn of events by specifying that one purpose of the Act was: "To provide for the unified strategic direction of the combatant forces, for their operation under unified command, and for their integration into an efficient team of land, naval, and air forces but not to establish a single Chief of Staff over the armed forces nor an overall armed forces general staff."²⁶ Limiting the size of the Joint Staff to 400 officers instead of removing the restriction on size completely, and limiting the tenure of the Director and the members of the Joint Staff except in time of war were additional safeguards.

²⁵ "President's Proposal Means 'Prussian-Type' General Staff," U. S. News and World Report, April 25, 1958, p. 80.

²⁶ U. S. Congress, op. cit., Sec. 2.

In spite of the lawmakers' apprehensions about the development of a general staff, they concurred in principle with the President's proposals and a new "chain of command" was created by the Reorganization Act. An understanding of the Joint Staff organization will help to show how comptrollership is affected by the new command relationships.

Organization of the Joint Staff

Even before the passage of the Reorganization Act, President Eisenhower directed the Secretary of Defense to discontinue the Joint Staff committee system and to strengthen the Joint Staff by adding an integrated operations division. Full implementation of this directive could not be carried out until the limit on the size of the Joint Staff was raised by legislation. The composition and functions of the Staff were promulgated some months ago, but actual operation has been delayed due to time lags in reporting of personnel and to space problems. The Staff is quite well rounded out now but is operating under physical handicaps. Construction of suitable office space is still under way.²⁷

Tables 3 and 4 show the Joint Chiefs of Staff and Joint Staff organizations. The Joint Chiefs of Staff, supported by the Organization of the Joint Chiefs of Staff, constitute the immediate military staff of the Secretary of Defense. Their duties in detail and relationships with the Office of the

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The Evening Star (Washington, D. C.), March 25, 1959, "\$350,000 to be Spent on Joint Chiefs' Offices," p. 1.

J. C. S. Organization

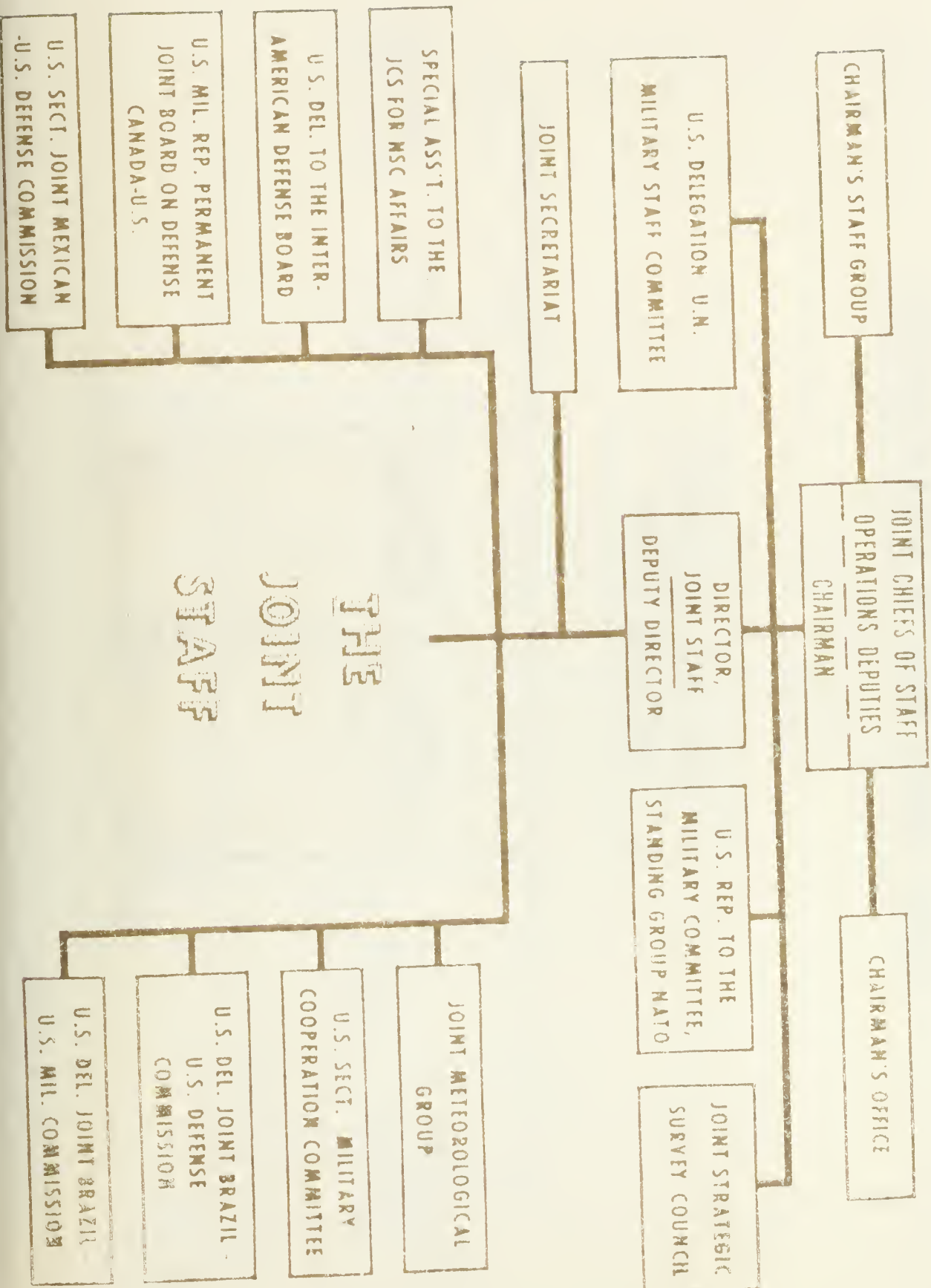
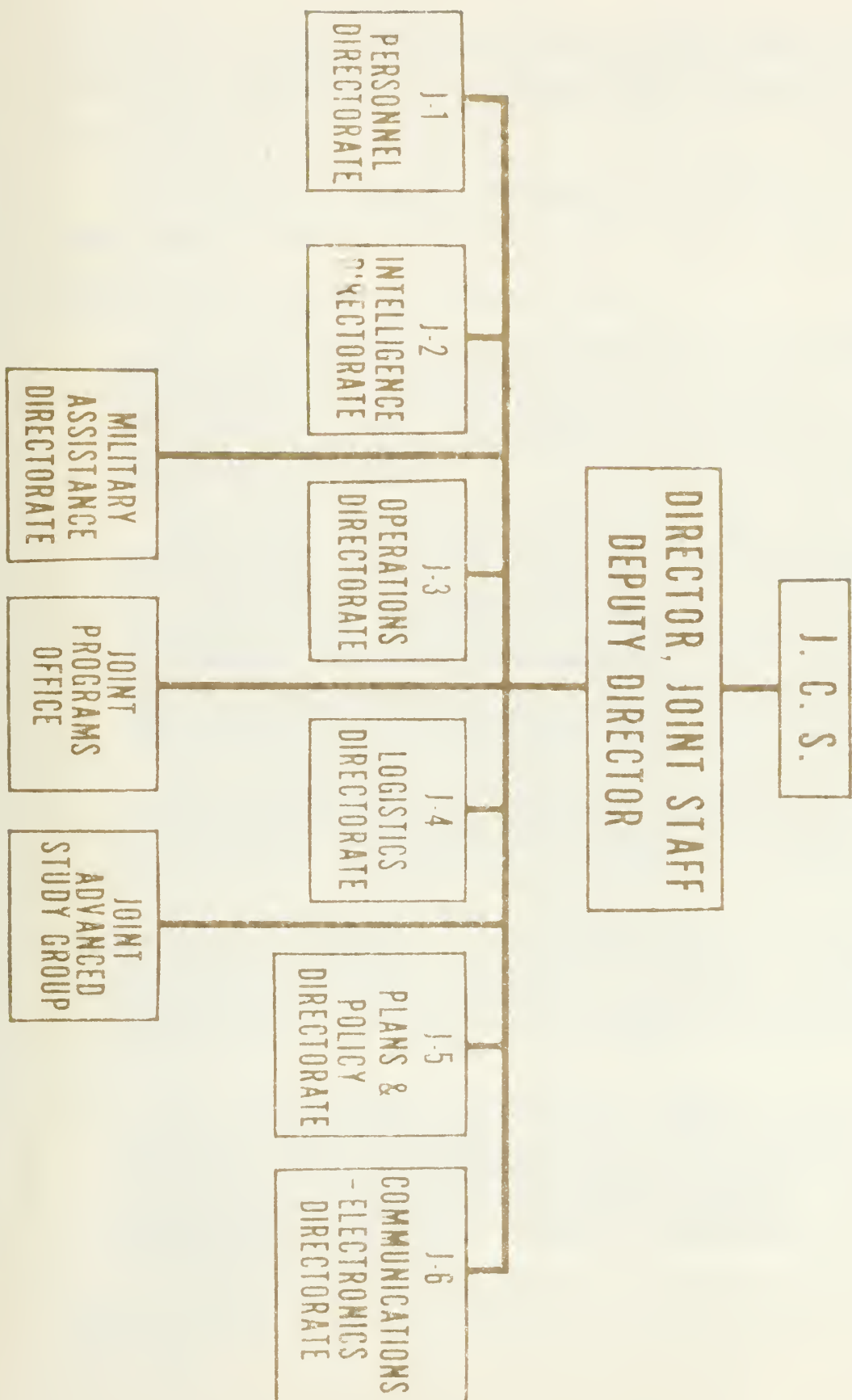


TABLE 4

Organization of the Joint Staff



Secretary of Defense are set forth in Department of Defense Directives Number 5100.1 and Number 5158.1 which are included as Appendix I and Appendix II.

The Joint Staff is now organized to conform with the organization of the unified commands. The missions of its various directorates and offices are:

1. The Director for Personnel, J-1, is charged with providing assistance to the Joint Chiefs of Staff in personnel planning in support of strategic concepts, and exercises staff supervision of joint personnel operations in support of commands established by the Secretary of Defense.

2. The Director for Intelligence, J-2, is charged with assisting the Joint Chiefs of Staff by providing that intelligence which is required by the Joint Staff and the Joint Chiefs of Staff, and which is necessary for rendering staff intelligence support to the Secretary of Defense. The J-2, in common with other organizations within the intelligence community, has additional responsibilities and relationships provided for in NSC [National Security Council] Intelligence Directives (NSCID's).

3. The Director for Operations, J-3, is charged with providing assistance to the Joint Chiefs of Staff required for the operational direction of commanders of commands established by the Secretary of Defense.

4. The Director for Logistics, J-4, is charged with providing assistance to the Joint Chiefs of Staff in logistics planning in support of strategic concepts, and exercises staff supervision of joint logistics operations in support of the commands established by the Secretary of Defense.

5. The Director for Plans and Policy, J-5, is charged with providing assistance to the Joint Chiefs of Staff required for the preparation of joint strategic plans, current and future strategy, recommendations on broad integrated research and development programs, and for establishing policy for commands established by the Secretary of Defense.

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Ministry of Defense are not known to Department of Defense
 Division number 1101 and number 1102 which are known
 as Division 1 and Division 2

The Joint Staff is not involved in contact with the
 organization of the United Nations. The Division of the
 United Nations and United States

1. The Division for Personnel, 1-1, is charged
 with providing assistance to the Joint Chiefs of Staff
 in personnel matters in regard to military and naval
 operations in support of common objectives by the
 Ministry of Defense.

2. The Division for Intelligence, 1-2, is charged with
 providing the Joint Chiefs of Staff with intelligence
 information which is required by the Joint Staff and
 the Joint Chiefs of Staff, and which is necessary for
 planning and intelligence support to the Secretary
 of Defense. The 1-2 is known as the Intelligence
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 Division and Intelligence Division are the same.

3. The Division for Operations, 1-3, is charged with
 providing assistance to the Joint Chiefs of Staff
 in the operational planning of common
 operations required by the Ministry of Defense.

4. The Division for Logistics, 1-4, is charged with
 providing assistance to the Joint Chiefs of Staff in
 logistics matters in support of military operations
 and military staff operations in joint operations
 operations in support of the common objectives of
 the Ministry of Defense.

5. The Division for Plans and Policy, 1-5, is charged
 with providing assistance to the Joint Chiefs of Staff
 in the development of joint strategic plans,
 studies and policy studies, recommendations, and
 information research and development program, and the
 establishment of common objectives by the
 Ministry of Defense.

6. The Director for Communications-Electronics, J-6, is charged with providing assistance to the Joint Chiefs of Staff in communications-electronics planning in support of strategic and operational concepts and exercises staff supervision of and control for the Joint Chiefs of Staff of joint communications-electronics operations in support of commands established by the Secretary of Defense.

7. The Director for Joint Military Assistance Affairs is charged with the preparation of plans, policies, implementing directives and reports for the Joint Chiefs of Staff on matters pertaining to the Military Assistance Program.

8. The Director for Programs is charged with assisting the Joint Chiefs of Staff by providing programming and budgeting information in order that the Joint Chiefs of Staff may be informed of the order of magnitude, costs, and implications of major programs.

9. The Joint Advanced Study Group (JASG) is an agency of the Joint Chiefs of Staff organization under the Director of the Joint Staff, charged with studying the military aspects of national security in light of the advancements of the atomic age in science and technology, considering the effect of such concepts upon the military art, and, based thereon, preparing studies and recommendations on military matters which may be used by planning agencies of the Joint Chiefs of Staff and of the Services.²⁸

From the foregoing it is evident that the Joint Programs Office is the one which will have the greatest influence upon budgeting and the work of the military comptrollers. The organization of the Joint Programs Office is shown in Table 5. The specific functions of the Office are:

1. Develop the criteria for costing the program and fiscal aspects of major weapon systems.

4. The Director for Communications-Defense, is assigned with mounting assistance to the Joint Chiefs of Staff in communications-related planning in support of strategic and operational concepts and exercises with participation of and control for the Joint Chiefs of Staff of joint communications- defense operations in support of commands as established by the Secretary of Defense.

5. The Director for Joint Military Assistance Office is charged with the execution of plans, policies, implementing directives and reports for the Joint Chiefs of Staff on matters pertaining to the Military Assistance Program.

6. The Director for Program is assigned with assisting the Joint Chiefs of Staff by providing program and budgeting information in order that the Joint Chiefs of Staff may be informed of the status of major, major, and implementation of major programs.

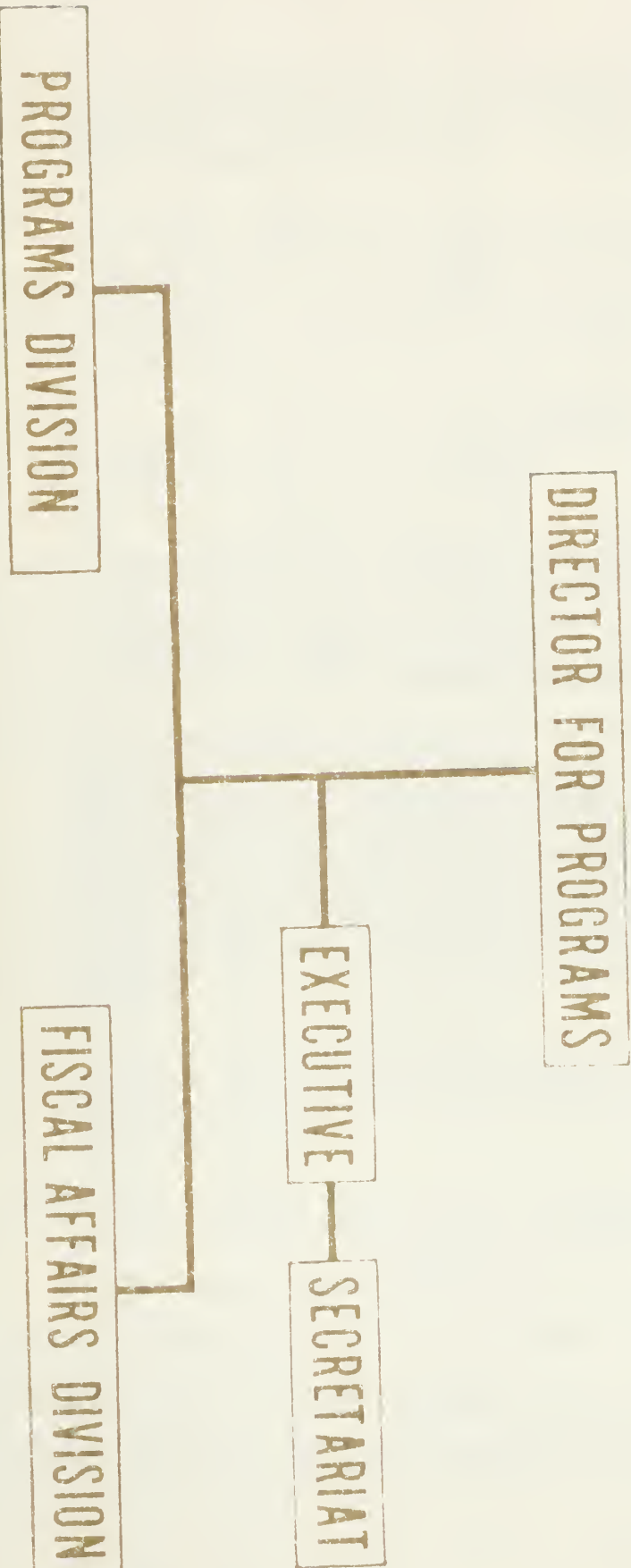
7. The Joint Advanced Group (JAG) is an agency of the Joint Chiefs of Staff, organized under the direction of the Joint Staff, assigned with studying the military aspects of national security in light of the advancement of the atomic age in science and technology, considering the effect of such concepts upon the military art, and, based thereon, preparing studies and recommendations on military matters which may be used by planning agencies of the Joint Chiefs of Staff and of the Secretary.

From the foregoing it is further that the Joint Program Office is the one which will have the general influence upon budgeting and the work of the military components. The organization of the Joint Program Office is shown in Table 1. The specific functions of the Office are:

1. Develop the policies for setting the program and fiscal reports of major weapon systems.

Composition and Function of the Organization of the Joint Chiefs of Staff (1950), pp. 10, 11, 24, 25, 26, 27, 28, 29, 30.

PROGRAMS OFFICE



2. Develop a method for reviewing and evaluating programs or plans of the commanders of commands established by the Secretary of Defense in terms of an order of magnitude cost.

(a) After completion of such review recommend to the Joint Chiefs of Staff the programming guidance which shall be furnished the unified and specified commands. In the making of such recommendation, it will be necessary to determine from the military departments the amount and kind of support available.

(b) Based on this guidance the commanders of unified and specified commands will submit their amended plans or programs.

(c) Based on the above data the military departments can prepare budgetary estimates based on unified and specified command requirements, add their own support requirements and submit the composite budget estimate for analysis and review through normal departmental channels.

3. Provide a mechanism for Secretary of Defense review of military programs and objective plans without the necessity of detailed budget processes and reviews. (The proposed programs and costs will be reviewed by the Joint Chiefs of Staff who will then submit to the Secretary of Defense their recommendations of the forces to be maintained and the distribution, by general order of magnitude, of available resources as a basis for preparation of the detailed Department of Defense budget).

4. Prepare recommendations on program and budget guidance to assist the Secretary of Defense in issuing his budget guidance to the individual Military Departments.

5. Provide such other program and fiscal information to the Joint Staff as may be required.²⁹

It is obvious that these functions place great responsibility on the personnel of the Joint Programs Office, specifically those in the Programs Division. The staff is small--a total of twenty-three, including clerical personnel. It is

2. Developed a method for reviewing and evaluating programs at sites of the Commission of Economic Relations by the Secretary of Defense in terms of an index of economic goals.

12) After completion of such review recommendations to the Joint Chiefs of Staff the programming guidance which shall be forwarded the military and specified commands. In the matter of such recommendations, it will be necessary to determine that the military requirements for the amount and kind of support available

(b) Based on this guidance the commanders of unified and specified commands will submit their requests for personnel.

1/1 Based on the above data the military components can prepare individual estimates based on analysis and specific system requirements, and submit support requirements and submit the component budget estimates for analysis and review.

3. Provide a mechanism for monitoring the progress of military programs and activities plans without the necessity of detailed budget proposals and revised (The progress program and costs will be reviewed by the Joint Chiefs of Staff who will then submit to the Secretary of Defense their recommendations of the force to be maintained and the distribution, by general group of magnitude of available resources as a basis for preparation of the detailed program of support.

4. Specific recommendations on program and budget guidance is issued the Secretary of Defense in February 1967.

2. Involve such other persons and listed individuals in the joint effort as may be required.

It is evident that these findings have great

a total of twenty-two, including district members. It is critically those in the Program Division. The staff is small, being in the personnel of the Joint Program Office, especially in the personnel of the Joint Program Office.

impossible, therefore, for this group to become involved in details of budgeting. Besides, further guidance to the Joint Programs Office specifies that it shall achieve and maintain close liaison with the military departments and the Office of the Secretary of Defense and that preparation of reports, analyses, and evaluations will be based upon and derived from program plans and budget estimates of the military departments and will not be a substitute for or replacement of existing channels and procedures for program and budgetary planning by the departments. How, then, is this office to fulfill its mission of providing the Secretary of Defense with the guidance which he requires?

The officers in the Joint Programs Office are still wrestling with an approach to this knotty problem. No solution has been agreed upon, although various plans are under discussion. It is too late for them to exercise any influence on the Fiscal Year 1960 Budget, but it is hoped that procedures will be sufficiently well developed to be of assistance to the Secretary of Defense in formulating the Fiscal Year 1961 Budget.

A Concept

As a point of departure and to illustrate some of the problems which must be resolved, one possible procedure is presented here. This concept seems quite logical and feasible, and while it undoubtedly will not be adopted in its entirety, it appears quite certain that any procedure which eventually

is developed will contain some elements of this plan.

The first job to be done is to develop criteria for costing major weapons systems. The starting point involves defining a major weapons system in terms that are acceptable to all the services. This in itself is a Herculean task. A group of definitions which are currently under discussion are shown in Table 6 to illustrate the complexity of the problem. Then, cost criteria which will be uniform throughout the Department of Defense must be determined. It is suggested that these might follow the new appropriation structure. They would be:

1. Personnel³⁰
2. Operation and Maintenance
3. Procurement
4. Research, Development, Test, and Evaluation
5. Military Construction
6. Miscellaneous.

Once the definition of a weapons system and the cost criteria have been agreed upon, the services will be asked to cost their major weapons systems. While previous costing

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This would include all personnel--military and civilian (contract or otherwise).

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TABLE 6

DEFINITION OF A WEAPONS SYSTEMS

A Weapons System

is a combination of:

- (1) a weapons organization including a weapons system augmentation where applicable;
- (2) a combat support organization;
- (3) a combat service support organization;
- (4) overhead structure where directly identifiable with the weapons system.

A Weapon

is an instrument or mechanism designed to operate in a given environment for the purpose of applying force to an opponent.

A Weapon Combat Organization

consists of men and material designed to employ a weapon.

A Weapons System Augmentation

consists of a weapon and associated appurtenances designed to augment the capabilities of a weapon organization but such an augmentation has no independent capabilities when detached from the weapons organization.

A Weapons Organization Program

consists of the sum total of all of the same type weapons organizations, including the applicable training activities, military construction, research, development, test and engineering activities necessary for their creation and operation.

A Support Organization

is an organization of men and material designed to perform a clearly defined function in support of a weapons organization. It may be either a combat support organization or a combat service support organization which is not designed as an instrument of combat.

reports have been based more on fiscal than on military aspects, they will serve as a guide for comparison with those under the new system until more adequate data can be compiled. More accurate costing data will be acquired year by year through experience until eventually the Joint Programs Office will be able to furnish the Joint Chiefs of Staff and the Secretary of Defense with reliable information. This aim will be achieved in part by having the Departments cost their major weapons systems at least annually so that the Joint Chiefs of Staff will have up-to-date information on which to base their considerations and decisions.

In addition to costing information, the Joint Programs Office will need to have program supporting information. How is the weapons system organized? Is it a division or a squadron? What is its table of organization and what equipment does it use? What are its annual operating costs? How many units of this weapons system have been programmed? In developing their recommendations the Joint Programs must also know the logistic, operational, and strategic implications of each system, particularly in regard to accuracy and reliability. In this connection organizations such as the Weapons System Evaluation Group and the Armed Forces Special Weapons Project will be of inestimable help. The other sections of the Joint Staff and the services can also supply information. With such

data at hand, programs can be adjusted upward or downward on the basis of units and more practical results will be achieved.

Having developed a mechanism for costing major weapons systems uniformly, the Joint Programs Office is still faced with the problem of how the other military programs can be presented to the Secretary of Defense in a simple and comparable form. At the present time there are 400-odd major military programs. This large number is completely unwieldy for purposes of consideration by the Joint Chiefs of Staff and the Secretary of Defense. The Departments will be requested, therefore, to develop functional programs reflecting their total effort and to keep the total number of programs down to about fifteen per Department. While this seems like an impossible task, a small group of Navy officers experimented with dividing the Navy's total effort into such functional components and developed the following which they consider feasible:

1. Attack
2. Continental Defense
3. Deterrent
4. Control
5. Service
6. Research and Development
7. Administration
8. Communications
9. Intelligence
10. Mobilization
11. Inter-service
12. Training
13. Base Activities

Cost criteria, similar to those for the weapons systems, will be developed and the military Departments will be requested to cost each functional program. The completed data will be submitted to the other sections of the Joint Staff for study of implications in their areas of responsibility.

The Joint Programs Office will then consolidate all the information on weapons systems and functional programs into concise form for Joint Chiefs of Staff review and evaluation. Once the programs are approved by the Joint Chiefs of Staff they will serve as the basis for formulation of budget guidance recommendations by the Joint Programs Office to the Secretary of Defense.

The really knotty problem facing the Joint Programs Office is that of the unified and specified commands. The Reorganization Act specified that these commands should be established by the President through the Secretary of Defense with the advice and assistance of the Joint Chiefs of Staff. This has been done. The unified commands and their component commands are:

1. European (Paris)
 - a. U. S. Army Europe (Heidelberg)
 - b. U. S. Air Forces Europe (Wiesbaden)
 - c. U. S. Naval Forces, Eastern Europe and Mediterranean (London)
2. Pacific (Hawaii)
 - a. U. S. Army Pacific (Ft. Shafter, I. H.)
 - b. U. S. Pacific Fleet (Pearl Harbor)
 - c. Pacific Air Forces (Hickam, Honolulu)

3. Atlantic (Norfolk)
 - a. U. S. Atlantic Fleet (Norfolk)
4. Caribbean (Quarry Heights, Canal Zone)
 - a. U. S. Army Caribbean (Ft. Amador, Canal Zone)
 - b. 15th Naval District (Ft. Amador, Canal Zone)
 - c. Caribbean Air Command (Albrook, Balboa)
5. Alaskan (Anchorage)
 - a. U. S. Army Alaska (Ft. Richardson)
 - b. Alaskan Sea Frontier (Kodiak)
 - c. Alaskan Air Command (Elmendorf)
6. Continental Air Defense (Colorado Springs)
 - a. Army Air Defense Command (Ent Air Force Base)
 - b. Naval Forces (CONAD) (Ent Air Force Base)
 - c. Air Defense Command (Ent Air Force Base)

In addition, there are two specified commands: Strategic Air Command (Omaha) and Naval Forces, Eastern Atlantic and Mediterranean (London). These commands are actually the same as existed before the Reorganization Act was passed, the former "joint" commands now being "unified" commands. The difference lies in the chain of command. Formerly one Department was designated by the Secretary of Defense as "executive agent" for a joint command and had the primary responsibility for its operation. Hence, the chain of command was diverted through the service Secretaries and service Chiefs. Under the new law unified and specified commanders are responsible to the President and the Secretary of Defense for such military missions as may be assigned to them. The former "executive agents" have responsibility only for the support of the forces, and each military Department is responsible for the administration of its own forces which are

assigned to such commands. Table 7 shows the new relationships.

This poses a bit of a dilemma since the unified and specified commanders have sole command responsibility for their commands and yet the funds to accomplish their missions must come from the military Departments. Congress wisely placed an important safeguard in the law--that forces assigned to unified and specified commands³¹ may not be transferred therefrom except by the authority of and under procedures established by the Secretary of Defense with the approval of the President.

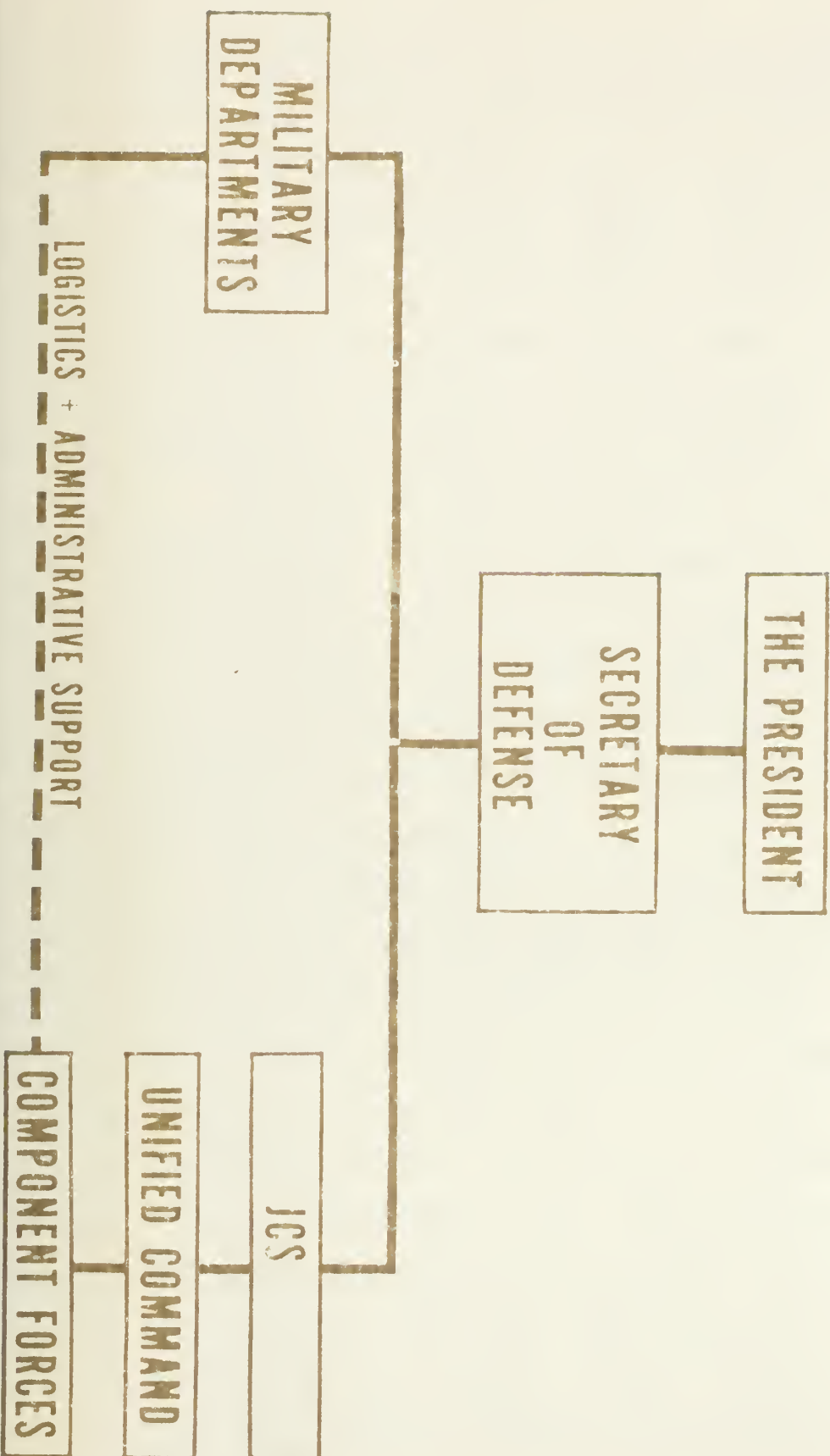
The Joint Chiefs of Staff must recommend to the Secretary of Defense the force structure of the unified commands. Theoretically this has always been the situation, but actually the Joint Strategic Objectives Plan has never contained realistic force tables. Each service has determined its requirements independently of the others and the resulting force structure has been all out of proportion to what the nation can support. Hence, the first step in budget planning for these commands must be to determine the force structure and to issue an approved Joint Strategic Objectives Plan.

On the basis of his assigned mission and approved force structure, each unified commander will be asked to formulate his requirements and forward them to the Joint Staff. The

³¹Henceforth, for the sake of brevity, the word "specified" will be omitted and the word "unified" may be construed to mean both types of commands unless it is indicated otherwise.

TABLE 7

THE UNIFIED COMMAND STRUCTURE AFTER REORGANIZATION



Joint Programs Office will be the monitoring office and will send these requirements to the other sections of the Joint Staff for study of the logistic, operational, and strategic aspects. Throughout the analysis and review the requirements will be measured against the Joint Strategic Objectives Plan. When the review is complete, the Joint Programs Office will forward the requirements to the individual services for costing in accordance with the criteria already established.

The services will be requested to cost also their programs which support the unified commander's requirements and those which do not support them. The resultant package which the Joint Programs Office receives back will represent the entire picture for each service costed in three parts--the unified commander's requirements, the support available, and the other non-supporting programs.

It is hoped that at this point a preliminary estimate of the total military budget will be available--passed down from the President, through the Secretary of Defense and the Joint Chiefs of Staff, to the Joint Programs Office. On the basis of the cost data received the Joint Programs Office can review the combined total effort of the Departments in the light of anticipated funds. Thus, more intelligent recommendations for the unified commander's guidance can be prepared in conjunction with the other elements of the Joint Staff and sent to the Joint Chiefs of Staff for approval. At the same time as the approved program guidance goes back to the unified

commanders, it will also be sent to the military Departments for advanced planning purposes.

The unified commander will revise his program requirements to conform with the guidance received and resubmit them to the Joint Staff. The Joint Programs Office will then prepare recommendations concerning the programs and costs of the military Departments in a format that will permit study by the Secretary of Defense without the necessity of detailed budget processes and reviews. These recommendations will be in terms of "order of the magnitude"--in terms of forces and their distribution among the commands. The Joint Chiefs of Staff will present their approved recommendations to the Secretary of Defense as their best military advice in terms of national defense.

The approved recommendations will also be returned to the Joint Programs Office in order that preparation of program and budget guidance for the military Departments may go forward. This guidance will not be in terms of money, but rather force levels, tempo of operations, support needed, and personnel ceilings.

The budget guidance to the Departments likewise will be reviewed by the Joint Chiefs of Staff. It will be the responsibility of the Secretary of Defense to issue the guidance to the Departments, incorporating into it monetary limitations and any political angles he deems necessary. The Departments will then proceed with the preparation of a detailed budget

based upon their own requirements and those of the unified commanders. The budget cycle will remain as at present.

Discussion

Several factors are vital to the success of this plan. Foremost is the need for uniformity. This involves a meeting of minds on cost criteria and definitions of major weapons systems and functional programs. Unless all concerned speak the same language the system will never work.

Of equal importance is the determination of a really sound Joint Strategic Objectives Plan in order that the unified commanders will have a firm basis for formulation of requirements. The staffs of these commanders must be organized so that they can readily and efficiently translate the program guidance received from the Joint Chiefs of Staff into requirements.

The personnel of the Joint Programs Office must achieve objectivity. The decisions made by the Joint Chiefs of Staff and the Secretary of Defense will be only as good as the information they receive. Therefore, the information must be reliable and must have been tested against all viewpoints.

Another factor is the time cycle. While the Joint Chiefs of Staff are not actually in the budget cycle, this system results in inserting another layer in the budget formulation process. The phases in which the Joint Programs Office is involved must take place prior to the budget cycle. It seems inevitable that the determination of requirements will be made, at least initially, two to three years in advance of the budget to which they pertain. A question then arises as to how

realistic they can be. Certainly extreme caution must be used by all concerned to achieve objectivity. In addition, every effort must be made to shorten the time cycle.

Another point to be emphasized is that neither the Joint Programs Office nor the unified commanders should step over into the actual field of budgeting. At present they do not have the staffs for it, and even if their staffs were sufficiently augmented to handle budgeting, it would be a senseless waste. The comptroller's organizations in the three Departments are adequately manned and adequately trained to do the actual budgeting.

It has been suggested that it might be simpler if the unified commands were supported entirely from Office of the Secretary of Defense funds. One major objection to this, of course, is that given in the preceding paragraph. The primary missions of the Department of Defense and the unified commanders are policy-making and military operations respectively. They should not become too deeply involved in financial matters of an administrative nature. Secondly, only the individual service has complete and accurate cost data about its own weapons systems.

The plan presented here undoubtedly has other weaknesses which will not be revealed until it is put in operation. It will, however, enable the Joint Programs Office to fulfill its mission and presents one possibility for "getting the show on the road." Although careful planning is of utmost importance,

the continued unsettled international situation makes it imperative that smooth functioning of the new chain of command be expedited.

CHAPTER IV

THE ROLE OF THE UNIFIED AND SPECIFIED COMMANDERS

The question now arises as to what the role of the unified or specified commander in budgetary matters will be under the new chain of command. The command responsibility has been made very clearcut in the Reorganization Act, but in order to carry out his mission the commander must have adequate men and material. True, the law also is specific on the point of support being furnished by one of the Departments, but the chain of command leads directly to the Secretary of Defense, so the commander cannot call upon the responsible Department directly for support.

It must be assumed that some system similar to that outlined in the preceding chapter will be established in the Joint Staff. How will the unified commander organize his staff to fit into this system?

A Concept

As in the case of the Joint Staff, there are many ideas on how the unified commander will determine his requirements. Whatever system is evolved may require modifications for each command, for each possesses very individual characteristics. As of now, the comptrollers of the unified commands are merely

awaiting instructions, which must come, of course, from the Secretary of Defense.

Proceeding under the assumption that the system discussed in Chapter III will be used, the unified commander's first step will be to request from component commanders a statement of requirements based on such preliminary guidelines as may have been received from the Secretary of Defense or through the Joint Strategic Objectives Plan. The component commanders may, if they desire, request their subordinate units to submit data on requirements. Since, however, submissions to the Secretary of Defense and the Joint Chiefs of Staff will be in terms of requirements only, it probably will not be necessary to require information from the lowest echelons.

After the component commander's requirements have been consolidated in one package, they will be reviewed for the unified commander by a Review Advisory Group. This group will be composed of representatives of approximately branch chief level from various divisions of the unified commander's staff plus a comptroller representative from each component command. The review will be conducted at the headquarters of the component command and will be similar in nature to a budget hearing, with individuals concerned appearing to defend their stated requirements. The Advisory Group will review each component commander's requirements in turn from the standpoint of the overall picture and will attempt to eliminate any duplication or overlapping of effort.

After any necessary revisions or adjustments, the requirements of all of the component commanders will be reviewed at unified command headquarters by a group at a higher echelon. This Unified Commander's Advisory Group will be comprised of division directors or their deputies from each of the major staff divisions. Except in unusual situations where a special testimony is required, the presentation and justification will be made by the Review Advisory Group.

While component commanders' requirements are being assembled and reviewed at the lower level, the comptroller of the unified command will be working on any special or support requirements not included in the component commanders' programs. He will then combine his estimates with those of the component commanders so that the senior Advisory Group is presented with a single uniform document for review. All the way through the planning process the comptroller and his staff will stand ready to advise or assist those in subordinate commands as required.

Following approval of the combined statement of requirements by the Unified Commander's Advisory Group, the commander himself will review and approve the submission. It will then be forwarded to the Joint Chiefs of Staff and the Secretary of Defense where it will be treated as explained in Chapter III.

It will be recalled that under the plan in Chapter III the unified commander will submit a preliminary statement of

requirements which will be reviewed by the Joint Programs Office. On the basis of that group's recommendations the Joint Chiefs of Staff will determine firm program guidance to be passed back to the unified commander. The latter will then recompute his tentative requirements and submit a final statement to the Joint Chiefs of Staff for inclusion in the overall budget planning. The implication is that the planning and review cycle at unified command level will have to be run through twice. It is anticipated that the preliminary step will be unnecessary once a smooth functioning system is established and the Joint Programs Office has reliable planning data available. In any event, the unified commander may choose to make the preliminary estimate of requirements in his own headquarters or, at least, to eliminate one or both of the reviews.

One further step at unified command level will serve greatly to expedite budget planning in the Departments. If copies of the firm requirements as approved by the unified commander are sent to the three Departments, either from headquarters or through the component commanders, the service comptrollers can begin incorporating them into their overall budgets. It is especially important that the service having support responsibilities be notified. Although it should be fully understood that the unified commander's requirements are still subject to change by the Joint Chiefs of Staff and

the Secretary of Defense, the services will not be working completely in the dark.

The Military Assistance Program

There is one special type of programming for which the unified commander has responsibility and which should have separate mention. This is the Military Assistance Program, which is covered by its own legislation. Table 8 shows the Organization for Development of Military Assistance Programs. It is apparent that the dual "chain of command" running to the Departments of State and Defense complicates the planning procedures. It will be noted also that unified commanders by-pass the Joint Chiefs of Staff in reporting to the Secretary of Defense.

Responsibility for the Military Assistance Program is assigned to the Joint Chiefs of Staff and unified commanders as follows:

The Joint Chiefs of Staff in accordance with its statutory responsibility shall provide the Secretary of Defense with military advice on military assistance matters. Among other things, the Joint Chiefs of Staff will recommend military and force objectives; maintain surveillance to insure that the Military Assistance Program is in consonance with U. S. global security plans; and, recommend priorities of allocation for available material resources.³²

Commanders of Unified Commands shall, with respect to the Military Assistance Program in their respective areas, correlate military assistance planning with


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graph TD
    STATE[STATE] <--> COUNTRY_TEAM[COUNTRY TEAM  
U.S. Ambassador  
MAAG Chief  
ICA Mission Chief]
    COUNTRY_TEAM <--> CHIEF_MAAG[CHIEF MAAG]
    CHIEF_MAAG <--> SERVICE_SECTION[SERVICE SECTION]
    OSD[OSD] -- "Program and Policy Approval" --> STATE
    OSD --> MILITARY_DEPT[MILITARY DEPARTMENTS]
    OSD --> JCS[JCS]
    OSD --> UNIFIED_COMMANDS[UNIFIED COMMANDS]
    UNIFIED_COMMANDS <--> CHIEF_MAAG
    UNIFIED_COMMANDS <--> COMPONENT_COMMANDS[COMPONENT COMMANDS]
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U. S. military plans, and supervise and direct the development of estimates of country requirements and program recommendations by the MAAG's [Military Assistance Advisory Groups]. Unified Commands will subsequently review such estimates and make pertinent recommendations to the Assistant Secretary of Defense (ISA) and the Military Departments.³³

Channels of communication on Military Assistance Program matters within the Department of Defense are very clearly defined:

The channel of communication with unified and specified commands on matters relating to the military assistance program shall be directly between those commands and the Secretary of Defense. The Assistant Secretary of Defense (ISA) is assigned staff responsibility as to such matters, and he is authorized to communicate directly as to them with commanders of unified and specified commands. All directives and communications of the Assistant Secretary to such commands, the military departments or the military assistance advisory groups, which pertain to military assistance affairs and have strategic or military operational implications, shall be coordinated with the Joint Chiefs of Staff. Conversely, all Joint Chiefs of Staff directives and communications to the unified and specified commands, the military departments or the military assistance advisory groups, which pertain to military assistance affairs, shall be coordinated with the Assistant Secretary of Defense (International Security Affairs).³⁴

While it is clear that no substantive change can be made by the Department of Defense in Military Assistance programming, it appears that it would be not only feasible but extremely practical to have the unified commanders submit the requirements

³³ Ibid., p. 24.

³⁴ U. S., Department of Defense Directive, Assistant Secretary of Defense (International Security Affairs), Number 5132.2, February 27, 1959.

for the Military Assistance Program to the Joint Staff along with those of their own commands. Within the Joint Staff, the Director for Joint Military Assistance Affairs has responsibility for formulating military assistance program guidance and recommending country and service apportionment of these programs for use by the Joint Chiefs of Staff. Submitting both unified command and Military Assistance Program requirements together would facilitate the review of Military Assistance Program plans to insure that they are in consonance with the United States military plans. The Director of Programs would have the benefit of the advice of the Director for Joint Military Assistance Affairs at the time he is reviewing the overall military picture. The Military Assistance Program is a vital part of the national security effort and it is fitting that it be included as a portion of the complete picture.

DISCUSSION

There is nothing complicated about the system presented here for planning by the unified commander. The main thing is that it is a system which is adaptable to each of the unified commands and which gives the commander the necessary control over his various component commands.

It was mentioned earlier that each of the unified commands possesses individual characteristics. The Commander in Chief Atlantic is the most unique in that he has no Army or Air Force units assigned to his command. Furthermore, he is both unified and component commander. The specified commands,

of course, are quite similar to the Atlantic Command. While the other unified commands have component forces from each of the services, they differ widely in mission and in geographic area. The Air Defense Command is consolidated on one base, the European Command is scattered over the whole of a continent, and the Pacific Command is dispersed over the vast area of the world's largest ocean. Obviously, coordination of requirements in the latter is more of a problem than in the others, and more review levels may be required.

The feeling at the Atlantic Command Headquarters is that whatever system is instituted they will proceed very much as they have in the past. The only change will be in receipt of program guidance from and submission of requirements to the Joint Chiefs of Staff. A simplified version of the system outlined above is already used in that Command. In the European Command the problems of planning under the new chain of command have been under study since before the enactment of the Reorganization Act. The Comptroller in this command has been visiting the various component commands during the past few months in order that he may sit in on planning sessions and be prepared to implement any procedures which are decided upon by the Secretary of Defense. The only unified command in which requirements planning as such has been done is the Air Defense Command. This has not been too satisfactory because these requirements could not be reviewed in relation to those of the other commands. Thus, again the need for uniformity is apparent.

It has been advocated by some that the unified commanders submit actual budgets rather than requirements. It is not at all unreasonable that an individual who has the sole responsibility for carrying out such an important mission should also want control of the purse strings. There are too many obstacles in the way of a unified command budget, however. Three principal objections have previously been mentioned--the necessity for augmenting the unified command staffs, the needless duplication of the Departmental comptroller organizations, and the lack of up-to-date cost data in the unified command. It is anticipated that even submission of consolidated requirements by the unified commander will lengthen the planning cycle by about a year. Submission of a budget would undoubtedly introduce a still greater time lag.

Under the plan outlined here, however, each unified commander will have control over planning and establishing requirements for all elements of his command within the program guidelines set by the Joint Chiefs of Staff. There are sufficient safeguards in the Reorganization Act to assure that he will get the money, men, and material he needs to carry out his approved programs. Furthermore, submission of requirements by all unified commanders in a uniform manner as to weapons systems and functional programs will facilitate their review and comparison in the Joint Staff and their incorporation into the overall budget in the Departments.

It is quite safe to say that program requirements submitted in this fashion and approved by the Joint Chiefs of Staff and the Secretary of Defense are not going to be seriously contested by any of the services.

CHAPTER V

THE ROLE OF PENTAGON COMPTROLLERS IN BUDGETING FOR UNIFIED AND SPECIFIED COMMANDS

The budgetary functions of the military Departments have been clearly defined in a recent directive issued by the Secretary of Defense. It directs that the military Departments, under their respective Secretaries, shall:

... prepare and submit to the Secretary of Defense budgets for their respective departments; justify before the Congress budget requests as approved by the Secretary of Defense; and administer the funds made available for maintaining, equipping, and training the forces of their respective departments, including those assigned to unified and specified commands; such advice, in the case of component commanders of unified commands, will be in agreement with the plans and programs of the respective unified commanders.³⁵

This delineation of responsibility substantiates the position taken in the two previous chapters that actual budgeting shall be done in the military Departments.

The role of the Comptroller of the Department of Defense is made equally explicit. The pertinent directive assigns to him the following functions:

1. Supervise and direct the preparation of the budget estimates of the Department of Defense.
2. Establish and supervise the execution of:
 - a. Principles, policies and procedures to be

³⁵ U. S., Department of Defense Directive, Functions of the Department of Defense and Its Major Components, Number 5100.1, December 31, 1958. (Appendix I)

followed in connection with organizational and administrative matters relating to:

- (1) The preparation and execution of the budgets;
 - (2) Fiscal, cost, operating and capital property accounting;
 - (3) Progress and statistical reporting; and
 - (4) Internal audit.
- b. Policies and procedures relating to the expenditure and collection of funds administered by the Department of Defense.
3. Establish uniform terminologies, classifications and procedures in all such matters.
 4. Evaluate (including audit and inspection in the field in accordance with Secretary of Defense memorandum dated August 17, 1957) the administration and management of approved policies and programs.
 5. Recommend appropriate steps (including the transfer, reassignment, abolition and consolidation of functions) which will provide in the Department of Defense for more effective, efficient and economical administration and operation, will eliminate unnecessary duplication or will contribute to improved military preparedness.
 6. Such other functions as the Secretary of Defense assigns.

Nothing in this directive conflicts with the procedure outlined in Chapters III and IV.

How, then, do the service and Department of Defense comptrollers fit into the proposed planning cycle for the unified commands?

A Concept

The Department of Defense Comptroller, of course, will be the principal adviser to the Secretary of Defense in the review of all recommendations on program and budget guidance submitted through the Joint Chiefs of Staff from the Joint Programs

Office. While these recommendations will be based on costing data received from the military departments, the submissions to the Secretary of Defense will be in a streamlined format on an order of magnitude basis. The Joint Chiefs of Staff review will have been made from a military viewpoint. The Secretary of Defense review must take into consideration political and monetary aspects as well. The tests for budgetary feasibility will be applied by the Comptroller.

Since the Department of Defense Comptroller is directed to establish uniform terminologies, classifications, and procedures, the determination of uniform cost criteria for weapons systems and functional programs by the Joint Programs Office will mean that one obstacle has been overcome. The Department of Defense Comptroller will be able to easily compare the recommendations pertaining to each Department and the service comptrollers will already have uniform costing data at hand when budget guidance is received from the Department of Defense.

It has been stated that the actual budget cycle and budget formulation procedures will remain unchanged. The military comptrollers cannot wait until they receive firm guidance from the Secretary of Defense to begin work on a budget. This will still be true, but they will be aided by the data which they have already compiled for the Joint Programs Office. In addition to having already costed functional programs and weapons systems, they will submit an overall cost picture at

the time they cost the requirements of the unified commanders. Also, they will be kept informed of tentative unified command requirements as planning goes forward. Thus they will have at hand most of the building blocks in readiness for construction of the budget when the final blueprints are received.

Discussion

The role of the comptroller in planning for component forces of unified commands will not change appreciably. The Secretary of Defense has left the way clear for component commanders to communicate directly with their parent services, specifying only that their advice must not be in conflict with that of the unified commanders. Any advice received from the component commander must be regarded as just that and nothing more, of course. Official guidance on program requirements for the unified commands must come directly from the Secretary of Defense.

Also, the Reorganization Act provides that each military Department shall be responsible for the administration of the forces assigned from its Department to unified commands. The Secretary of Defense Directive states that the Departments, under their respective Secretaries, shall "organize, train and equip forces for assignment to unified commands."³⁶ Hence, the comptroller's planning, management, and control functions in respect to component forces will be the same as always.

³⁶

Ibid.

The elimination of "executive agents" has not had any appreciable effect upon the comptrollership function. In each case the former "executive agent" has been assigned support responsibility for the same unified command. The supporting service now has no control over the command and the channel of communication is through the Joint Chiefs of Staff, but it is doubtful that in actual practice procedures will change much.

The proposed system for costing criteria by weapons systems and functional programs may necessitate some changes in accounting. The extent of such changes cannot be predicted without a more thorough knowledge of present accounting systems. The fact that the cost criteria suggested follow the appropriation structure should minimize problems. On the other hand, submission of requirements by unified commanders in the same format used by each Department should greatly facilitate consolidation of all pieces of the budget into a whole.

It appears, then, that though official channels have been changed considerably by the Reorganization Act, the service comptroller will continue to operate pretty much as he has been doing. Information will continue to be channeled both from the Joint Chiefs of Staff and the unified or component commanders so that he will be able to do his planning on a tentative basis on about the same schedule as previously. The most noticeable change will be the concentration of greater control over budgeting for unified commands in the Office of the

Assistant Secretary of Defense (Comptroller) and greater dependence upon guidance from that office by the service comptrollers.

CHAPTER VI

CONCLUSION

On January 19, 1959 the President sent his annual Budget Message to Congress. In summarizing the progress made in implementing the Department of Defense reorganization, he indicated that he was well pleased with all that had transpired since he submitted his proposals about nine months before. He stated:

I expect the new organization to provide more effective leadership, help to eliminate duplication, and develop an integrated research and development program.

The job ahead is to develop within this organizational framework the management relationships that will improve the decision-making process, clearly fix responsibilities, and provide to all agencies of the Department a full understanding of the broad national requirements that determine our military policy. The attainment of this objective will provide the teamwork that is essential for the continued maintenance of an effective and, at the same time, economical defense effort.³⁷

By these words the Chief Executive also revealed that there is a long and difficult road yet to be traversed before the objectives of the reorganization are reached. The general

37

U. S., President, 1953--_____(Eisenhower), The Budget of the United States for the Fiscal Year Ending June 30, 1960; Message to Congress, Washington, D. C., Jan. 19, 1959, p. M29.

direction of the journey has been determined, but there is no map as yet to direct the way.

For this reason, this paper probably would have served a more useful purpose had its writing been delayed for at least a year. Everything now (April 1959) is in a state of flux. Directives of a general nature establishing organizational relationships and assigning functions have been issued. The procedures to carry out the functions for the most part, however, have not been formulated. It has been extremely difficult to separate fact from opinion and probability from wishful thinking.

Nevertheless, it cannot be denied that all comptroller-ship functions at all echelons have been or will eventually be affected in some way. Emphasis in this paper has been on budgeting aspects. The other responsibilities assigned to the military comptroller by law--accounting, progress and statistical reporting, and internal audit³⁸--must not be overlooked. Every organizational change, no matter how slight, will change an accounting entry, the form of a report, or an auditing procedure.

Six main areas of the reorganization which affect the work of comptrollers have been discussed here. Just as it cannot be said with certainty what the effects will be,

³⁸ U. S., Congress, The National Security Act Amendments of 1949, Public Law 216, 81st Congress, 1st Session, 1949.

likewise there is no assurance that this list is all-inclusive. Emergence of a firm procedure in one area may set off a chain reaction which will bring to light entirely new aspects.

Although Congress turned a partially deaf ear to the President's earnest plea for granting the Secretary of Defense greater authority and flexibility in the discharge of his responsibilities, the Reorganization Act did pave the way for him to hold a tighter rein on his team. Because of this, some general trends in the comptrollership field appear certain.

First, greater control will be centralized in the hands of the Assistant Secretary of Defense (Comptroller). With decisions about assignment of research and engineering projects and weapons and weapons systems being made by the Secretary of Defense, it can be expected that guidance on budgeting and control of funds in these areas passed down by the Department of Defense Comptroller to the Departmental comptrollers will be very explicit. Nor will the service comptrollers have much leeway in budgeting for the unified commanders' programs. The decision-making process for comptrollership functions will take place at the Department of Defense level. The big task for the service comptroller will be to mold the various elements of guidance into a cohesive and sound financial plan for his Department. As the ladder of the chain of command is descended, the exercise of discretion by the comptroller at each succeeding echelon will decrease, and the job will become more a mechanical

exercise in carrying out established policies and procedures.

The second trend is toward uniformity. The new appropriation structure is one indication of this. Another is the requirement that the Joint Programs Office develop cost criteria for weapons systems. Whether the concept proposed in this paper or something entirely different is adopted, uniformity must be achieved in order that the Joint Programs Office may present its recommendations to the Joint Chiefs of Staff and the Secretary of Defense in a simple and concise form. If the Office of the Secretary of Defense is to be the central clearing house, all submissions to it must be in the same language. There will be no room for interpreters.

A third trend, feared by many, is flexibility in the use of funds. Some believe that the power of the Secretary of Defense to transfer funds between budget activities within the new appropriation structure is merely the first step. The Bureau of the Budget favored presenting the Fiscal Year 1960 Budget with single appropriation titles covering funds for all three Departments. This would permit transfer of funds between services, an eventuality vehemently opposed by the military Departments. Personnel in the Office of the Secretary of Defense state quite convincingly that no further consolidation of appropriations is being considered at this time. So, while such a development is not outside the realm of possibility, it can be dismissed from mind for the foreseeable future.

The Reorganization Act has had great import for the comptroller organization, and conversely, the comptroller has an important role to play in the implementation of the Act. One writer summed it all up quite well as follows:

Posed against the potential growth of the Joint Chiefs of Staff as a defense policy-maker is the increasing effectiveness of the managerial controls of the Office of the Secretary of Defense, the most important of which are still the budget procedures of the comptroller's office. The President proposed a substantial increase in the statutory powers of the comptroller. Although the Vinson committee denied his request, there is little doubt that the comptroller's power will continue to grow.³⁹

Although it has not been possible to evaluate to the fullest extent the position of the comptroller in the new organization, it is hoped that this discussion will be of some value in stimulating thought about the problem areas.



December 31, 1958
NUMBER 5100.1

Department of Defense Directive

SUBJECT Functions of the Department of Defense and
 its Major Components

Refs: (a) DoD Directive 5100.1, "Functions of the Armed Forces
 and the Joint Chiefs of Staff", March 16, 1954
 (cancelled herein)
 (b) DoD Directive 5158.1, "Organization of the Joint Chiefs
 of Staff and Relationships with the Office of the
 Secretary of Defense"

I. INTRODUCTION

Congress, in the National Security Act of 1947, as amended, has described the basic policy embodied in the Act in the following terms:

"In enacting this legislation, it is the intent of Congress to provide a comprehensive program for the future security of the United States; to provide for the establishment of integrated policies and procedures for the departments, agencies, and functions of the Government relating to the national security; to provide a Department of Defense, including the three military departments of the Army, the Navy (including naval aviation and the United States Marine Corps), and the Air Force under the direction, authority, and control of the Secretary of Defense; to provide that each military department shall be separately organized under its own Secretary and shall function under the direction, authority, and control of the Secretary of Defense; to provide for their unified direction under civilian control of the Secretary of Defense but not to merge these departments or services; to provide for the establishment of unified or specified combatant commands, and a clear and direct line of command to such commands; to eliminate unnecessary duplication in the Department of Defense, and particularly in the field of research and engineering by vesting its overall direction and control in the Secretary of Defense; to provide more effective, efficient, and economical administration in the Department of Defense; to provide

for the unified strategic direction of the combatant forces, for their operation under unified command, and for their integration into an efficient team of land, naval, and air forces but not to establish a single Chief of Staff over the armed forces nor an overall armed forces general staff."

To provide guidance in accordance with the policy declared by Congress, the Secretary of Defense, with the approval of the President, hereby promulgates the following statement of the functions of the Department of Defense and its major components.

II. ORGANIZATIONAL RELATIONSHIPS IN THE DEPARTMENT OF DEFENSE

1. All functions in the Department of Defense and its component agencies are performed under the direction, authority, and control of the Secretary of Defense.

2. The Department of Defense includes the Office of the Secretary of Defense and the Joint Chiefs of Staff, the military departments and the military Services within those departments, the unified and specified commands, and such other agencies as the Secretary of Defense establishes to meet specific requirements.

a. In providing immediate staff assistance and advice to the Secretary of Defense, the Office of the Secretary of Defense and the Joint Chiefs of Staff, though separately identified and organized, function in full coordination and cooperation in accordance with Reference (b).

(1) The Office of the Secretary of Defense includes the offices of the Director of Defense Research and Engineering, the Assistant Secretaries of Defense, and the General Counsel and such other staff offices as the Secretary of Defense establishes to assist him in carrying out his duties and responsibilities. The functions of the heads of these offices shall be as assigned by the Secretary of Defense in accordance with existing laws.

(2) The Joint Chiefs of Staff, as a group, are directly responsible to the Secretary of Defense for the functions assigned to them. Each member of the Joint Chiefs of Staff, other than the Chairman, is responsible for keeping the Secretary of his military department fully informed on matters considered or acted upon by the Joint Chiefs of Staff.

b. Each military department (the Department of the Navy to include naval aviation and the United States Marine Corps) shall be separately organized under its own Secretary and shall function under the direction, authority, and control of the Secretary of Defense. The Secretary of a military department shall be responsible to the Secretary of Defense for the operation of such department as well as its efficiency. Orders to the military departments will be issued through the Secretaries of these departments, or their designees, by the Secretary of Defense or under authority specifically delegated in writing by the Secretary of Defense or provided by law.

c. Commanders of unified and specified commands are responsible to the President and the Secretary of Defense for the accomplishment of the military missions assigned to them. The chain of command runs from the President to the Secretary of Defense and through the Joint Chiefs of Staff to the commanders of unified and specified commands. Orders to such commanders will be issued by the President or the Secretary of Defense, or by the Joint Chiefs of Staff by authority and direction of the Secretary of Defense. These commanders shall have full operational command over the forces assigned to them and shall perform such functions as are prescribed by the Unified Command Plan and other directives issued by competent authority.

3. The functions assigned hereinafter may be transferred, re-assigned, abolished or consolidated by the Secretary of Defense in accordance with the procedures established and the authorities provided in the National Security Act of 1947, as amended.

III. FUNCTIONS OF THE DEPARTMENT OF DEFENSE

As prescribed by higher authority, the Department of Defense shall maintain and employ armed forces:

1. To support and defend the Constitution of the United States against all enemies, foreign and domestic.
2. To insure, by timely and effective military action, the security of the United States, its possessions, and areas vital to its interest.
3. To uphold and advance the national policies and interests of the United States.
4. To safeguard the internal security of the United States.

IV. FUNCTIONS OF THE JOINT CHIEFS OF STAFF

The Joint Chiefs of Staff, consisting of the Chairman; the Chief of Staff, U.S. Army; the Chief of Naval Operations; and the Chief of Staff, U.S. Air Force, and supported by the Organization of the Joint Chiefs of Staff, constitute the immediate military staff of the Secretary of Defense. The Joint Chiefs of Staff are the principal military advisers to the President, the National Security Council, and the Secretary of Defense. The Commandant of the U.S. Marine Corps has coequal status with the members of the Joint Chiefs of Staff on matters which directly concern the Marine Corps. In performance of their functions of advising and assisting the Secretary of Defense, and subject to the authority and direction of the President and the Secretary of Defense, it shall be the duty of the Joint Chiefs of Staff:

1. To serve as advisers and as military staff in the chain of operational command with respect to unified and specified commands, to provide a channel of communications from the President and Secretary of Defense to unified and specified commands, and to coordinate all communications in matters of joint interest addressed to the commanders of the unified or specified commands by other authority.
2. To prepare strategic plans and provide for the strategic direction of the armed forces, including the direction of operations conducted by commanders of unified and specified commands and the discharge of any other function of command for such commands directed by the Secretary of Defense.
3. To prepare integrated logistic plans, which may include assignments to the armed forces of logistic responsibilities in accordance with such plans.
4. To prepare integrated plans for military mobilization.
5. To provide adequate, timely, and reliable joint intelligence for use within the Department of Defense.
6. To review major personnel, materiel, and logistic requirements of the armed forces in relation to strategic and logistic plans.
7. To review the plans and programs of commanders of unified and specified commands to determine their adequacy, feasibility, and suitability for the performance of assigned missions.
8. To provide military guidance for use by the military departments and the armed forces as needed in the preparation of their respective detailed plans.

9. To participate, as directed, in the preparation of combined plans for military action in conjunction with the armed forces of other nations.

10. To recommend to the Secretary of Defense the establishment and force structure of unified and specified commands in strategic areas.

11. To determine the headquarters support, such as facilities, personnel, and communications, required by commanders of unified and specified commands and to recommend the assignment to the military departments of the responsibilities for providing such support.

12. To establish doctrines for (a) unified operations and training and (b) coordination of the military education of members of the armed forces.

13. To recommend to the Secretary of Defense the assignment of primary responsibility for any function of the armed forces requiring such determination and the transfer, reassignment, abolition, or consolidation of such functions.

14. To prepare and submit to the Secretary of Defense, for information and consideration in connection with the preparation of budgets, statements of military requirements based upon United States strategic considerations, current national security policy, and strategic war plans. These statements of requirements shall include tasks, priority of tasks, force requirements, and general strategic guidance for the development of military installations and bases and for equipping and maintaining military forces.

15. To advise and assist the Secretary of Defense in research and engineering matters by preparing: (a) statements of broad strategic guidance to be used in the preparation of an integrated Department of Defense program; (b) statements of overall military requirements; (c) statements of the relative military importance of development activities to meet the needs of the unified and specified commanders; and (d) recommendations for the assignment of specific new weapons to the armed forces.

16. To prepare and submit to the Secretary of Defense for information and consideration general strategic guidance for the development of industrial mobilization programs.

17. To prepare and submit to the Secretary of Defense military guidance for use in the development of military aid programs and other actions relating to foreign military forces, including recommendations

for allied military force, materiel, and facilities requirements related to United States strategic objectives, current national security policy, strategic war plans, and the implementation of approved programs; and to make recommendations to the Secretary of Defense, as necessary, for keeping the Military Assistance Program in consonance with agreed strategic concepts.

18. To provide United States representation on the Military Staff Committee of the United Nations, in accordance with the provisions of the Charter of the United Nations, and representation on other properly authorized military staffs, boards, councils, and missions.

19. To perform such other duties as the President or the Secretary of Defense may prescribe.

V. FUNCTIONS OF THE MILITARY DEPARTMENTS AND THE MILITARY SERVICES

The chain of command for purposes other than the operational direction of unified and specified commands runs from the President to the Secretary of Defense to the Secretaries of the military departments.

The military departments, under their respective Secretaries and in accordance with Sections II and IV, shall:

1. Prepare forces and establish reserves of equipment and supplies for the effective prosecution of war, and plan for the expansion of peacetime components to meet the needs of war.

2. Maintain in readiness mobile reserve forces, properly organized, trained, and equipped for employment in emergency.

3. Provide adequate, timely, and reliable departmental intelligence for use within the Department of Defense.

4. Organize, train, and equip forces for assignment to unified or specified commands.

5. Prepare and submit to the Secretary of Defense budgets for their respective departments; justify before the Congress budget requests as approved by the Secretary of Defense; and administer the funds made available for maintaining, equipping, and training the forces of their respective departments, including those assigned to unified and specified commands. The budget submissions to the Secretary of Defense by the military departments shall be prepared on the basis, among other

things, of the advice of commanders of forces assigned to unified and specified commands; such advice, in the case of component commanders of unified commands, will be in agreement with the plans and programs of the respective unified commanders.

6. Conduct research, develop tactics, techniques, and organization, and develop and procure weapons, equipment, and supplies essential to the fulfillment of the functions hereinafter assigned.

7. Develop, garrison, supply, equip, and maintain bases and other installations, including lines of communication, and provide administrative and logistical support for all forces and bases.

8. Provide, as directed, such forces, military missions, and detachments for service in foreign countries as may be required to support the national interests of the United States.

9. Assist in training and equipping the military forces of foreign nations.

10. Assist each other in the accomplishment of their respective functions, including the provision of personnel, intelligence, training, facilities, equipment, supplies, and services.

The forces developed and trained to perform the primary functions set forth hereinafter shall be employed to support and supplement the other Services in carrying out their primary functions, where and whenever such participation will result in increased effectiveness and will contribute to the accomplishment of the overall military objectives. As for collateral functions, while the assignment of such functions may establish further justification for stated force requirements, such assignment shall not be used as the basis for establishing additional force requirements.

A. Functions of the Department of the Army

The Department of the Army is responsible for the preparation of land forces necessary for the effective prosecution of war except as otherwise assigned and, in accordance with integrated mobilization plans, for the expansion of the peacetime components of the Army to meet the needs of war.

The Army, within the Department of the Army, includes land combat and service forces and such aviation and water transport as may be organic therein.

1. Primary Functions of the Army

a. To organize, train, and equip Army forces for the conduct of prompt and sustained combat operations on land -- specifically, forces to defeat enemy land forces and to seize, occupy, and defend land area.

b. To organize, train and equip Army air defense units, including the provision of Army forces as required for the defense of the United States against air attack, in accordance with doctrines established by the Joint Chiefs of Staff.

c. To organize and equip, in coordination with the other Services, and to provide Army forces for joint amphibious and airborne operations, and to provide for the training of such forces, in accordance with doctrines established by the Joint Chiefs of Staff.

(1) To develop, in coordination with the other Services, doctrines, tactics, techniques, and equipment of interest to the Army for amphibious operations and not provided for in Section V, paragraph B 1 b (3) and paragraph B 1 d.

(2) To develop, in coordination with the other Services, the doctrines, procedures, and equipment employed by Army and Marine Forces in airborne operations. The Army shall have primary interest in the development of those airborne doctrines, procedures, and equipment which are of common interest to the Army and the Marine Corps.

d. To provide an organization capable of furnishing adequate, timely, and reliable intelligence for the Army.

e. To provide forces for the occupations of territories abroad, to include initial establishment of military government pending transfer of this responsibility to other authority.

f. To formulate doctrines and procedures for the organizing, equipping, training, and employment of forces operating on land, except that the formulation of doctrines and procedures for the organization, equipping, training, and employment of Marine Corps units for amphibious operations shall be a function of the Department of the Navy, coordinating as required by Section V, paragraph B 1 b (3).

g. To conduct the following activities:

(1) The administration and operation of the Panama Canal.

(2) The authorized civil works program, including projects for improvement of navigation, flood control, beach erosion control, and other water resource developments in the United States, its territories, and its possessions.

(3) Certain other civil activities prescribed by law.

2. Collateral Functions of the Army -- To train forces:

a. To interdict enemy sea and air power and communications through operations on or from land.

B. Functions of the Department of the Navy

The Department of the Navy is responsible for the preparation of Navy and Marine Corps forces necessary for the effective prosecution of war except as otherwise assigned and, in accordance with integrated mobilization plans, for the expansion of the peacetime components of the Navy and Marine Corps to meet the needs of war.

Within the Department of the Navy, the Navy includes naval combat and service forces and such aviation as may be organic therein, and the Marine Corps includes not less than three combat divisions and three air wings and such other land combat, aviation, and other services as may be organic therein.

1. Primary Functions of the Navy and the Marine Corps

a. To organize, train, and equip Navy and Marine Corps forces for the conduct of prompt and sustained combat operations at sea, including operations of sea-based aircraft and land-based naval air components -- specifically, forces to seek out and destroy enemy naval forces and to suppress enemy sea commerce, to gain and maintain general naval supremacy, to control vital sea areas and to protect vital sea lines of communication, to establish and maintain local superiority (including air) in an area of naval operations, to seize and defend advanced naval bases, and to conduct such land and air operations as may be essential to the prosecution of a naval campaign.

b. To maintain the Marine Corps, having the following specific functions:

(1) To provide Fleet Marine Forces of combined arms, together with supporting air components, for service with the Fleet in the seizure or defense of advanced naval bases and for the

conduct of such land operations as may be essential to the prosecution of a naval campaign. These functions do not contemplate the creation of a second land Army.

(2) To provide detachments and organizations for service on armed vessels of the Navy, and security detachments for the protection of naval property at naval stations and bases.

(3) To develop, in coordination with the other Services, the doctrines, tactics, techniques, and equipment employed by landing forces in amphibious operations. The Marine Corps shall have primary interest in the development of those landing force doctrines, tactics, techniques, and equipment which are of common interest to the Army and the Marine Corps.

(4) To train and equip, as required, Marine Forces for airborne operations, in coordination with the other Services and in accordance with doctrines established by the Joint Chiefs of Staff.

(5) To develop, in coordination with the other Services, doctrines, procedures, and equipment of interest to the Marine Corps for airborne operations and not provided for in Section V, paragraph A 1 c (2).

c. To organize and equip, in coordination with the other Services, and to provide naval forces, including naval close air-support forces, for the conduct of joint amphibious operations, and to be responsible for the amphibious training of all forces assigned to joint amphibious operations in accordance with doctrines established by the Joint Chiefs of Staff.

d. To develop, in coordination with the other Services, the doctrines, procedures, and equipment of naval forces for amphibious operations, and the doctrines and procedures for joint amphibious operations.

e. To furnish adequate, timely, and reliable intelligence for the Navy and Marine Corps.

f. To organize, train, and equip naval forces for naval reconnaissance, antisubmarine warfare, and protection of shipping, and mine laying, including the air aspects thereof, and controlled mine field operations.

g. To provide air support essential for naval operations.

h. To provide sea-based air defense and the sea-based means for coordinating control for defense against air attack, coordinating with the other Services in matters of joint concern.

i. To provide naval (including naval air) forces as required for the defense of the United States against air attack, in accordance with doctrines established by the Joint Chiefs of Staff.

j. To furnish aerial photography as necessary for Navy and Marine Corps operations.

2. Collateral Functions of the Navy and the Marine Corps

-- To train forces:

a. To interdict enemy land and air power and communications through operations at sea.

b. To conduct close air and naval support for land operations.

c. To furnish aerial photography for cartographic purposes.

d. To be prepared to participate in the overall air effort as directed.

e. To establish military government, as directed, pending transfer of this responsibility to other authority.

C. Functions of the Department of the Air Force

The Department of the Air Force is responsible for the preparation of the air forces necessary for the effective prosecution of war except as otherwise assigned and, in accordance with integrated mobilization plans, for the expansion of the peacetime components of the Air Force to meet the needs of war.

The Air Force, within the Department of the Air Force, includes aviation forces, both combat and service, not otherwise assigned.

1. Primary Functions of the Air Force

a. To organize, train, and equip Air Force forces for the conduct of prompt and sustained combat operations in the air -- specifically, forces to defend the United States against air attack in

accordance with doctrines established by the Joint Chiefs of Staff, to gain and maintain general air supremacy, to defeat enemy air forces, to control vital air areas, and to establish local air superiority except as otherwise assigned herein.

b. To develop doctrines and procedures, in coordination with the other Services, for the unified defense of the United States against air attack.

c. To organize, train, and equip Air Force forces for strategic air warfare.

d. To organize and equip Air Force forces for joint amphibious and airborne operations, in coordination with the other Services, and to provide for their training in accordance with doctrines established by the Joint Chiefs of Staff.

e. To furnish close combat and logistical air support to the Army, to include air lift, support, and resupply of airborne operations, aerial photography, tactical reconnaissance, and interdiction of enemy land power and communications.

f. To provide air transport for the armed forces, except as otherwise assigned.

g. To develop, in coordination with the other Services, doctrines, procedures, and equipment for air defense from land areas, including the continental United States.

h. To formulate doctrines and procedures for the organizing, equipping, training, and employment of Air Force forces.

i. To provide an organization capable of furnishing adequate, timely, and reliable intelligence for the Air Force.

j. To furnish aerial photography for cartographic purposes.

k. To develop, in coordination with the other Services, tactics, techniques, and equipment of interest to the Air Force for amphibious operations and not provided for in Section V, paragraph B 1 b (3) and paragraph b 1 d.

l. To develop, in coordination with the other Services, doctrines, procedures, and equipment employed by Air Force forces in airborne operations.

2. Collateral Functions of the Air Force -- To train forces:

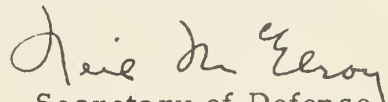
- a. To interdict enemy sea power through air operations.
- b. To conduct antisubmarine warfare and to protect shipping.
- c. To conduct aerial mine-laying operations.

VI. CANCELLATION

Reference (a) is cancelled.

VII. EFFECTIVE DATE

This Directive is effective immediately.


Secretary of Defense





December 31, 1958
NUMBER 5158.1

Department of Defense Directive

SUBJECT Organization of the Joint Chiefs of Staff and
Relationships with the Office of the Secretary
of Defense

- Reference: (a) DoD Directive 5158.1, "Method of Operation
of the Joint Chiefs of Staff and Their Relation-
ships with Other Staff Agencies of the Office
of the Secretary of Defense," July 26, 1954
(canceled herein)
- (b) DoD Directive 5100.1, "Functions of the
Department of Defense and its Major
Components"

I. PURPOSE

The Department of Defense Reorganization Act of 1958 and the President's Message to the Congress of April 3, 1958, set forth general policies, procedures, and organizational relationships required for the effective direction of the entire defense establishment.

The President's Message singles out the accomplishment of the following objective as one of the paramount duties of the Secretary of Defense, acting with the advice and assistance of the Joint Chiefs of Staff and under the supervision of the Commander in Chief:

"Strategic and tactical planning must be completely unified, combat forces organized into unified commands, each equipped with the most efficient weapons systems that science can develop, singly led and prepared to fight as one, regardless of Service."

This directive implements the Department of Defense Reorganization Act of 1958 and the President's Message of April 3, 1958, with respect to the organization of the Joint Chiefs of Staff and relationships with the major offices in the Office of the Secretary of Defense, i. e., those of the Director of Defense Research and Engineering, the Assistant Secretaries of Defense, the General Counsel, the Assistants to the Secretary of Defense, and the heads of other offices established by the Secretary of Defense.

The functions of the Department of Defense and its major components have been set forth in Reference (b).

II. RESPONSIBILITIES AND PROCEDURES

A. The duties of the Chiefs of the military services as members of the Joint Chiefs of Staff shall take precedence over all of their other duties. To insure that the Chiefs of the military services have adequate time to devote to their duties as members of the Joint Chiefs of Staff, they shall delegate appropriate duties to their Vice Chiefs.

B. The Joint Chiefs of Staff shall, in discharging their responsibilities, avail themselves of the most competent and considered thinking that can be obtained representing every pertinent point of view, including scientific, industrial, and economic as well as military.

C. To insure that planning and operations will be of the highest order:

1. All elements of the organization of the Joint Chiefs of Staff shall cooperate fully and effectively with appropriate offices of the Office of the Secretary of Defense. In all stages of important staff studies, the organization of the Joint Chiefs of Staff shall avail itself of the views and special skills in the Office of the Secretary of Defense. As a normal procedure, specialized data necessary for the preparation of such studies will be obtained from or through the appropriate offices of the Office of the Secretary of Defense.

2. The Directors of the various Directorates of the Joint Staff shall maintain active liaison with appropriate offices of the Office of the Secretary of Defense. This shall include, but not be limited to, the exchange of information, interchange of technical advice, and guidance for mutual benefit. The heads of offices in the Office of the Secretary of Defense shall maintain similar liaison and make representatives available to meet formally or informally with appropriate members of the organization of the Joint Chiefs of Staff.

D. Directives and orders to the Joint Chiefs of Staff will be issued by the Secretary or the Deputy Secretary of Defense. Requests to the Joint Chiefs of Staff or to the Chairman of the Joint Chiefs of Staff, involving action by the Joint Chiefs of Staff, may be issued by responsible officials of the Office of the Secretary of Defense in accordance with authority specifically delegated by the Secretary of Defense.

E. Development of strategic and logistic plans will be based on the broadest concepts of overall national interests, and personnel of the organization of the Joint Chiefs of Staff shall be selected with due regard for their competency and ability to support such interests.

F. The Chairman of the Joint Chiefs of Staff shall have the authority and responsibility for:

1. Serving as a member of and presiding over the Joint Chiefs of Staff
2. Providing the agenda for meetings of the Joint Chiefs of Staff and assisting them to prosecute their business as promptly as is practicable.
3. Furnishing the Secretary of Defense with periodic progress reports on important items of current interest being considered by the Joint Chiefs of Staff.

4. Keeping the Secretary of Defense informed on issues upon which agreement among the Joint Chiefs of Staff has not been reached, and forwarding to the Secretary of Defense the recommendations, advice, and views of the Joint Chiefs of Staff, including any divergencies.
5. Arranging for the provision of military advice to all offices of the Office of the Secretary of Defense.
6. Making arrangements to relieve the Joint Chiefs of Staff of matters of lesser importance.
7. Organizing the Joint Staff and the subordinate structure of the organization of the Joint Chiefs of Staff to insure that they are designed to accomplish efficiently the tasks to be assigned.
8. Managing the Joint Staff and its Director on behalf of the Joint Chiefs of Staff. The term manage means to conduct, to guide, and to administer the work of the elements affected, and to insure that the work is performed in a manner that will permit the Secretary of Defense and the Joint Chiefs of Staff to discharge their total responsibilities. The Joint Staff shall perform such duties as the Joint Chiefs of Staff or the Chairman of the Joint Chiefs of Staff prescribes.
9. Keeping the Joint Chiefs of Staff informed, as appropriate, concerning any matter that is referred by the Chairman to the Secretary of Defense with a recommendation that it be assigned to a military department for consideration or action.
10. Appointing consultants to the Joint Chiefs of Staff from outside the Department of Defense, subject to the approval of the Secretary of Defense and with the advice of the Joint Chiefs of Staff.

G. The selection of the Director, Joint Staff, and of the members of the organization of the Joint Chiefs of Staff shall be as follows:

1. The Director, Joint Staff, shall be selected and his tenure fixed by the Chairman of the Joint Chiefs of Staff, in consultation with the Joint Chiefs of Staff and with the approval of the Secretary of Defense. The normal tenure of the Director will be two years; any extension of this tenure may not exceed one year except in time of war.
2. The members of the organization of the Joint Chiefs of Staff shall be selected by the Joint Chiefs of Staff with the approval of the Chairman of the Joint Chiefs of Staff.

H. The duties and manner of operation of the Operations Deputies will be prescribed by the Joint Chiefs of Staff.

I. In order to carry out the objectives of paragraph II, C, above, the Director, Joint Staff, and appropriate heads of offices in the Office of the Secretary of Defense have the specific duty and authority of insuring that there is full cooperation between their respective agencies.

III. CANCELLATION

Reference (a) is canceled.

IV. EFFECTIVE DATE

This Directive shall be effective immediately.



Secretary of Defense

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